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User Report

FINAL REPORT OF THE STUDY FOR THE PLANNING OF VICTIM ASSISTANCE SERVICES ON P.E.I.: VOLUME I

NO. 1984-20

Solicitor General Canada
Ministry Secretariat

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FINAL REPORT OF THE STUDY FOR THE PLANNING OF VICTIM ASSISTANCE SERVICES ON P.E.I.

VOLUME I

By

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EXECUTIVE SUMMARY

In April of 1983, the Ministry of the Solicitor General commissioned the "Study for the Planning of Victim Assistance Services on Prince Edward Island." The research was performed in two distinct phases: in Phase I, a methodology proposal was developed and presented for approval to the project steering committee; in Phase II, the data collection activities described in the proposal were performed. This report presents the findings of this research. A companion document to this report (referred to as Volume II) provides detailed tables of results for the interested reader.

The conduct of this study was guided by the P.E.I. Department of Justice, the Research Division of the Ministry of the Solicitor General and the P.E.I. Committee on Victim Assistance (P.E.I.C.V.A.). P.E.I.C.V.A. membership included representatives of the R.C.M.P., the P.E.I. Department of Justice, the P.E.I. Department of Health and Social Services, Provincial Court (both Judges and Crown Prosecutors), the Transition House Association, the P.E.I. Rape and Sexual Assault Centre, the Federation of P.E.I. Municipalities, the Justice Resource Service and the Consultation Centre (Solicitor General).

The research methodology was designed with two objectives in mind. The first was to ensure that decisions on the kinds of services to implement (if any) would be based on sound information about which services are most needed. The second objective was to provide some of the information needed if the effectiveness of possible future initiatives is to be evaluated. In responding to these broad objectives, the methodology development focussed on providing answers to eight general plannning questions (listed in the table below).

Planning questions addressed

Planning Questions
1. What are the immediate impacts of crime on victims on P.E.I. (trauma, injury, financial losses)?
2. What are the longer term impacts of crime on victims on P.E.I. (lasting emotional effects and injuries, net financial losses)?
3. What are the victims' expressed needs for services immediately after the crime?
4. What are the victims' expressed needs for services six months after the crime?
5. What is the level of awareness/use among victims of services available on P.E.I.?
6. What are the impacts on victims of the way the police/courts currently deal with crime victims?
7. What services are currently available to crime victims on P.E.I.?
8. What approaches to providing services to crime victims on P.E.I. are more feasible than others?

Methodology. Six different types of information were gathered to support these planning and evaluation objectives. The largest and most complex data set was obtained by interviewing a sample of victims on two separate occasions. The first contact occurrred a week or so after the crime was reported and focussed on immediate victim needs. The second interview took place approximately six months later and examined longer term victim needs. In this way we were able to measure both the immediate and longer term impacts of the crime and corresponding victim needs.

The second data gathering task involved the interviewing by telephone of a sample of Crown witnesses. Those individuals, some of whom were victims of the offenses tried, were asked about their experiences with all aspects of the court process from subpoena to sentencing.

The third data gathering task consisted of a survey of a sample of commercial and institutional crime victims. The survey concentrated on the financial impacts of the crimes.

The fourth distinct data gathering task involved the compilation of a list of available services which might be of value to crime victims on P.E.I. This list also helped us to determine whether any gaps existed in the social service network available to crime victims.

The fifth major component of our research consisted of baseline measures of a number of criminal justice system indicators. These measures will serve mostly to detect changes in system functioning which may occur as victim services are put in place. This information will provide for the eventual limited assessment of the costs and benefits of the services. In the meantime, these data will also support the program planning process.

Finally, informal interviews were conducted with a number of "key officials" on Prince Edward Island. Interviewees included police and court personnel, and representatives of social service agencies. Through these contacts, we hoped to develop an understanding of relevant local concerns and issues, and to ensure the feasibility of recommendations offered in a separate report prepared specifically for use on the Island.

Separate analyses were performed for each four major "populations" surveyed: victims of general crime, victims of wife assault, commercial/institutional victims, and subpoenaed Crown witnesses. The major findings of each survey were as follows.

MAJOR FINDINGS

Victims of general crime

- Among victims of property loss and damage crimes, average values of loss/damage were generally low. The items most often reported stolen and/or damaged were motor vehicle parts and accessories, bicycles, and dwelling structures. Many but not all of these losses were covered by insurance. As an alternative recovery strategy, a majority of the victims interviewed (78%) expressed support for the concept of direct restitution by convicted offenders.

- Of the threat/attack victims interviewed, 48% reported being injured as a result of their victimization. Medical treatment was required in roughly half of these cases (typically emergency treatment only).

- The predominant emotional reactions to the reported crimes were anger and various expressions of nervousness and fear. A sizable proportion of the interviewed victims (16%) reported a need for someone to talk to about what happened to them. Of the victims interviewed, 87% were able to discuss the incident with their families and friends. A number of social agencies on P.E.I. are also available to provide counselling.

- One of the greatest needs identified by the study was that of providing more information to victims on services available to them. An agency inventory conducted as part of this study identified 25 agencies offering services of potential value to P.E.I.'s crime victims. Related data, however, indicated that awareness of these services was low both among victims, and among criminal justice and social services system personnel.

- The victim survey results indicated general satisfaction with the services provided by the police. Needs were, however, expressed for more information on case progress, more information on crime prevention measures and more information on other services available to help with their problems.

Victims of wife assault

- In anticipation of difficulties in contacting wife assault victims to interview, we used both police records and the generous assistance of the staff of Anderson House (a shelter for wife assault victims) to identify potential interviewees. Despite these extraordinary efforts, however, we were able to complete only 34 interviews with wife assault victims.

- Of the wife assault victims completing the first survey, fifteen (44%) reported that they were only threatened verbally while seventeen (50%) were either punched, kicked or slapped.

- Alcohol abuse was a frequently reported factor precipitating wife assaults.

- Victims were asked whether they were living with their assailant at the time of the incident, at the time of the first interview, and at the time of the second interview (if any). Of the 11 police-referred victims, only two (18%) were living with their assailants at the time of the incident; of these one left and stayed at Anderson House. Only one police-referred victim was still living with her husband at the time of the second interview. Of the Anderson House-referrals, 21 of 23 victims (91%) were living with their assailants at the time of the incident.

- For most of the wife assault victims interviewed, the reported incident was quite traumatic. Among the frequently reported reactions were: fear, anger, shaking and crying. As well, seven (21%) of the victims interviewed were physically sick or nauseous following the incident.

- The most frequently expressed need (91% of the victims interviewed) was for professional help for their assailants.

- Needs were also frequently expressed for someone to stay with the victims to provide company/security following the incident (76%), and for someone to talk to after the police left (62%). These two needs were met by family and friends in 95% and 81% of the relevant cases, respectively.

- Over 80% of the victims who sought shelter outside their own homes reported their need for emergency financial assistance during the period immediately following the incident.

- The most important practical need was for emergency shelter. Six of the 11 police-referred victims took shelter outside their home after the incident, even though only two of them had been living with their partner at the time.

- Information on legal procedures was needed by 25 of the 34 victims or 74%. Only 12 or 60% of these victims received the legal advice they needed.

- Of 27 victims who contacted the police concerning their problems, nine (33%) indicated they were very satisfied, 14 (52%) were satisfied, and four (15%) were not satisfied with the manner in which the police handled their calls.

Commercial/institutional victims

- The response to the commercial/institutional mailout survey was very enthusiastic, as evidenced by the 71% response rate.

- Of the survey respondents, 68% reported that some of their property was stolen, while 63% reported property damage (31% reported both).

- Only a small proportion of these losses due to property theft and damage were covered by insurance -- 9% were fully or partially covered.

- The commercial/institutional victims were generally very positive in their assessments of police performance.

- Suspects were identified in 47% of the cases surveyed. Charges were laid in two-thirds of these cases.

- Of those cases where charges were laid, only 9% required the victims to attend court as a witness. The average time commitment required of these individuals was roughly three hours.

- Restitution was ordered in almost half of those cases resulting in convictions. However, only half of these orders were reported as being enforced.

- Victim's property was recovered and held as evidence by the police in the cases of 14% of the survey respondents. The length of time this property was held varied from less than one month (11%), through 1-2 months (33%), and 3-4 months (33%) to more than 5 months (11%).

- Almost half of our survey respondents reported taking one or more crime prevention measures since the incident.

- Frequently offered opinons on how the police and courts could be more helpful in dealing with commercial victimization included suggestions that the police:

  - should keep victims better informed on case progress and outcomes,
  - should increase patrols in problem areas, and
  - should lay charges more often;

  and that the courts

  - should impose stiffer penalties,

- should increase the use of restitution,
- should better enforce restitution orders, and
- should make parents more responsible for the behaviour of their children.

Crown witnesses

- The average elapsed time between the crime and the conclusion of the trial was seven months.
- Over 98% of the witnesses interviewed indicated that they understood their requirement to appear in court as embodied in their subpoenae.
- Only 9% of the witnesses interviewed sought any legal advice or assistance for themselves. Typically, these individuals were the victims of the crimes being tried.
- Little evidence of witness intimidation was produced by the surveys.
- Only 10% of the witnesses had any contact with the Crown Prosecutor following completion of their trials. As a result, many (20%) were unaware of the outcome of the trial.
- 75% of the employed witnesses reported some salary loss (average $89) as a result of their requirement to attend court.
- Approximately one-third of the witnesses interviewed indicated that more advance information about court procedures would have been helpful to them.

In general, the data gathered in the course of this study indicated that major new initiatives were not required to meet the needs of crime victims and witnesses on P.E.I. Rather, the optimum approach sufficient to meet identified needs would involve certain changes in criminal justice system procedures, and improved integration and co-ordination of existing services. The only exception to this general finding concerns the needs of wife assault victims. While the data gathered for this study on the problem of wife assault reflected the experiences of relatively few individuals, it was apparent from these data that many of these people are in need of more positive support from the police and courts, as well as from society at large.

I

INTRODUCTION

In April of 1983, the Ministry of the Solicitor General commissioned a "Study for the Planning of Victim Assistance Services on P.E.I.." The research was performed in two distinct phases: in Phase I, a methodology proposal was developed and presented for approval to the project steering committee; in Phase II, the data collection activities described in the proposal were performed. This report presents and discusses the findings of this study.

The conduct of this study was guided by both the Research Division of the Ministry of the Solicitor General and the P.E.I. Committee on Victim Assistance (P.E.I. C.V.A.). The membership of this committee included representatives of the R.C.M.P., the P.E.I. Department of Justice, the P.E.I. Department of Health and Social Services, Provincial Court (both Judges and Crown Prosecutors), the Transition House Association, the P.E.I. Rape and Sexual Assault Centre, the Federation of P.E.I. Municipalities, the Justice Resource Service and the Consultation Centre (Solicitor General).

Several distinct types of activities were performed in support of the development of the methodology. Firstly, we reviewed available research literature on both Canadian and American victim assistance programs. Secondly, we conferred with a number of prominent victim assistance researchers working in both Canada and the United States. Thirdly, we consulted with representatives of various organizations on P.E.I. (including the members of the steering committee). Finally, we examined the information available in agency records of potential relevance to this project.

The research methodology was designed with two objectives in mind. The first was to ensure that decisions on the kinds of services to implement would be

based on sound information about which services are most needed. The range of services which could potentially be offered to victims is extensive (Exhibit I-1 presents a partial list). However, little information was available previously as to which of these services are most needed or on how effective these services really are. The fact is that most of what we now know in this area comes from American sources, even though a number of different victim assistance services have recently been implemented in Canada. Unfortunately, however, few of the police-based programs in Canada were based on in-depth studies of victims, and only limited data are available at present on their effectiveness.

The second objective of the research described in this report was to provide some of the information needed if the effectiveness of possible initiatives to be implemented in the future is to be evaluated. Some of the information collected during the study was useful not only for planning purposes but will also serve as "baseline" data for future research. As a result, it will be possible later to perform some before and after comparisons of the impacts and cost-effectiveness of the services. The lack of such baseline data accounts in part for the lack of effectiveness information on many of the American programs despite the expenditure of over $500 million on victim services since 1974. Most of this money was spent directly on services. When research was performed, it was often attempted only after the program had become operational. Consequently, baseline data were not available, and the researchers were not able to document many of the anticipated impacts of the services (particularly those "spin-off" impacts presumed to benefit the criminal justice system agencies involved).

In responding to these two broad objectives, the methodology development focussed on providing answers to eight general planning questions. (Exhibit I-2 lists these questions.) In Chapter II of this report, the details of the methodology employed in this work are described. Chapter III presents and discusses the findings of the various data collection activities. A companion document to this report (referred to as Volume II) provides detailed tables of results for the interested reader.

Exhibit I-1 Partial list of potential services for crime victims

Type of Need

1. Immediate (Crisis)

    1. Medical aid
    2. Financial aid
    3. Counselling/emotional support
    4. Referral to agency
    5. Transportation
    6. Repairs to property/immediate security
    7. Crime prevention information
    8. Information on role of insurance companies
    9. Information on options and procedures available to victim to lay charges
    10. Information on procedures (what to do, information on available social services, recovery of stolen goods, contacting insurance company, and credit card company)
    11. Police concern/sensitivity
    12. Others concern/sensitivity -- landlords, witnesses

2. Long-term (On-going)

    A. In dealing with police

        1. Information on status of case
        2. Assistance in prompt return of stolen property
        3. Counselling/emotional support
        4. Referral to other agencies
        5. Assistance in making insurance claims
        6. Assistance in crime compensation application
        7. Information about security measures/crime prevention
        8. Greater police vigilance

    B. In dealing with courts

        1. Explanation of subpoena
        2. Explanation of court procedures/functioning of criminal justice
        3. Changes in court scheduling
        4. Information about restitution
        5. Information about witness fees
        6. Information about case outcome
        7. Information about services (parking, day-care, etc.)
        8. Information on role of employer
        9. Court reception area for witness (e.g., to reduce fear of being near accused)

Exhibit I-1 (continued) Partial list of potential services for crime victims

C. In dealing with other agencies

1. Referral to social agencies
2. Information on role of social agencies to victims
3. Assistance in crime compensation application

Exhibit I-2 Planning questions

Planning Questions

1. What are the immediate impacts of the crime on victims on P.E.I. (trauma, injury, financial losses)?
2. What are the longer term impacts of the crime on victims on P.E.I. (lasting emotional effects and injuries, net financial losses)?
3. What are the victims' expressed needs for services immediately after the crime?
4. What are the victims' expressed needs for services six months after the crime?
5. What is the level of awareness/use among victims of services available on P.E.I.?
6. What are the impacts on victims of the way the police/courts currently deal with crime victims?
7. What services are currently available to crime victims on P.E.I.?
8. What approaches to providing services to crime victims on P.E.I. are more feasible than others?

Finally, this project has been conducted as part of an ongoing national effort to study and improve the way in which crime victims are handled by the justice system. Research studies into the needs of crime victims have been conducted in several other locations including Winnipeg, Calgary, Kitchener-Waterloo, Ottawa and Richmond B.C. The results of the Richmond study are particularly relevant to this report because the approach and instruments used on P.E.I. were largely based on those used in Richmond. Hence, the findings of these two studies lend themselves readily to comparison. We are also able to make limited comparisons between the P.E.I. results and those from the other locations studied. Due to differences in research design, survey instruments and victim sample composition, all comparisons must be made cautiously. As well of course, differences inherent in the locations themselves (population, urban/rural mix, and economic factors) will frustrate attempts to make definitive contrasts between studies. Subject to these concerns, we have attempted to relate the P.E.I. results to those reported elsewhere (particularly Richmond). We have also, where appropriate, related these data to the recommendations of the Federal Provincial Task Force on Justice for Victims of Crime.

II

METHODOLOGY

The basic methodology employed in this study was developed originally for use in a similar research project conducted in Richmond B.C. The P.E.I. research involved the collection of six different types of information in support of our planning and evaluation objectives. The resulting data sets consist of survey completions with samples of victims and witnesses, an inventory of relevant services available on P.E.I., baseline measures of a number of criminal justice system indicators, and information obtained in interviews with local officials. The approaches used to gather these data were as follows.

A. VICTIM INTERVIEWS

Survey questionnaires suitable for administration by telephone were developed for both general crime victims and victims of wife assault. For each of these two groups, one questionnaire was designed to collect data within a week or so of the crime being reported. A second set of two questionnaires was also developed for a six-month follow-up survey of all victims completing the first survey. (Copies of these instruments are provided in Volume II of this report.) The objective in attempting two contacts with these individuals was to measure both the immediate and longer-term impacts of the crime, and corresponding victim needs.

1. General crime victims

The victims of general crime to be interviewed were identified from Occurrence Reports received by all eleven police jurisdictions on the Island in

June and July of 1983. Reported incidents were classified into one of five categories:

1. Threat and/or attack events, e.g., assaults.
2. Property loss and/or damage events, e.g., theft.
3. Combined 1 and 2 above, e.g., robbery.
4. Regulatory events, e.g., drunk driving.
5. Incomplete events.

Victims of type 1, 2, and 3 events were eligible for inclusion in our survey sample. Commercial and institutional victims (e.g., stores and schools) were surveyed separately by mail (see below). Individuals under the age of 16 were excluded.

First survey interviews were completed with 184 victims, of whom 40 were victims of threat/attack crimes, and 144 were victims of loss/damage crimes. The 40 threat/attack victims (including 10 victims of combined threat/attack and loss/damage offenses) represented an 80% sample of victims of this crime type reported during the study period. The 144 loss/damage victims interviewed were a randomly-selected 40% (approximately) of all victims of this crime type of reported during the study period. The completion rate achieved on these first interviews of general victims was 80%. The most frequent reasons for non-completion were no answer, respondent not available, and respondent out of province. Only six of the victims contacted refused to co-operate.

Second survey interviews (the six-month follow-up) were completed with 149 out of a possible 184 victims for a completion rate of 81%. The most frequent reason for non-completion of these interviews was inability to contact the victim at the telephone number on file (17%). Only 2% of the individuals contacted refused to complete our follow-up survey. A check was made of the extent to which the general composition of the first and second survey samples were comparable. The results of these tests gave no indication that the attrition in our sample was systematically related to offense type or victim demographics.

2. Victims of wife assault

For the purposes of this study, the term "wife assault" refers to cases of threat/attack involving common law partners as well as spouses, including cases where the victims were no longer living with their assailants.

Information about the needs of wife assault victims and the incidence and outcome of wife assault cases was obtained from several sources. The bulk of our data came from interviews conducted with wife assault victims to determine their needs and their experiences with the Criminal Justice system. We hoped to interview 50 wife assault victims, but although 52 were identified only 34 victims or 68% of the target number were interviewed. The wife assault victim sample was obtained from two sources: (1) Victim Information Forms were completed by police in the eleven RCMP and municipal police jurisdictions across P.E.I. for June and July 1983; (2) referrals were made through the Transition House Association by a staff member who asked some of the victims receiving shelter at Anderson House during 1983 if they would be willing to participate in the study.

Eleven of the police-referred victims were interviewed, but 15 were not, primarily because it was not possible to obtain a phone number. Two victims refused to be interviewed, one because she was on a party line and one because she preferred not to discuss the incident. Twenty-six victims were referred by Anderson House, but three could not be contacted. Thus, the completion rate for police-referred victims was 11 out of 26 (42%) and for Anderson House-referred victims 23 out of 26 (88%). Because of the sensitive nature of wife assault occurrences, the victims were given the option of being interviewed by telephone or in person. Sixteen were interviewed by telephone, eighteen preferred to be interviewed in person.

Six of the eleven police-referred victims or 55% were interviewed a second time, approximately six months following the incident, to assess the longer-term needs and impacts. It was no longer possible to contact the other five police-referred victims by telephone. Because the incidents involving the Anderson House-referred victims occurred throughout 1983 and often involved repeated incidents, a six-month follow-up interview was not attempted with these victims.

Some of the information and opinions obtained from interviews with police, other criminal justice system personnel, and staff of social service agencies referred specifically to wife assault victims and is incorporated into Chapter III.

B. WITNESS INTERVIEWS

A survey questionnaire suitable for administration by telephone was developed to gather information on the experiences and perceptions of civilian Crown witnesses subpoenaed in 1983 to appear in Provincial Court on P.E.I. (A copy of this instrument is included in Volume II of this report.) The witnesses to be interviewed were identified from Court records of all cases involving Criminal Code offenses (other than impaired driving).

The initial sample frame consisted of 91 witnesses for whom telephone numbers were available. Of these, we were able to complete interviews with 81 for a completion rate of 89%. The majority of the non-completions were due to the "age" of the files – many of the addresses and phone numbers on the court files were no longer current. Only four of the witnesses contacted refused to be interviewed.

C. THE COMMERCIAL/INSTITUTIONAL SURVEY

A sample of 100 commercial/institutional victims was identified from the Victim Information Forms (VIF's) completed by the police for the six week period from June 1 to July 15. A brief survey form was mailed to the individual identified as the complainant or contact on the police reports. The survey form concentrated on the financial impacts of the reported crimes, and included questions on the victims' views of the services provided to them by the police and courts. A copy of this questionnaire is included in Volume II of our report. Use of reminder letters and a telephone survey of non-respondents produced 71 completions for a response rate of 71%.

D. THE AGENCY INVENTORY

Experience in other parts of Canada, as well as in the U.S., has shown that some of the services needed by crime victims are routinely provided to other client populations by existing service agencies. Examples of such services are the provision of emergency financial aid to welfare recipients by provincial government agencies, and the provision of emergency transportation to handicapped individuals by volunteer agencies. On the other hand, some services of potential value to crime victims are unique to the circumstances of those victimized in particular ways and of individuals dealing with the police and the courts. For example, emergency home repair services might be needed by elderly break and enter victims while provision of case progress information could be important to victims of all types.

In order to develop a rational plan for victim services on P.E.I. we attempted to identify not only those services needed by crime victims, but also the extent to which such services are already being provided for other client populations in the area. To do this, we conducted telephone interviews with representatives of agencies providing relevant services to residents of P.E.I. (Exhibit II-1 provides a list of the agencies contacted.) The interviewees were

asked about the types of services they provide, their client eligibility criteria, the extent to which they serve crime victims, the geographical coverage of their agencies, and a number of other questions (see list in Volume II). Following the telephone contacts, the agencies were sent copies of their descriptions for verification.

E. CRIMINAL JUSTICE SYSTEM INDICATORS

The victim surveys and, to some extent, the key official interviews were meant to address the question, "What are the needs of crime victims?" Our measurement of certain criminal justice system indicators, however, reflects our interest in the broader question, "What is the need for victim services?" The critical difference between these two questions is the inclusion in the latter of program impacts which effect not only the victim, but other individuals and agencies as well. For example, it may be that certain services will not only benefit victims directly, but will also improve the efficiency of the courts by increasing victim participation in the prosecution of suspects.

Of particular interest for this project was the inclusion of impacts which reflect the functioning of the criminal justice system. An often-expressed opinion is that when victims are treated "better" by the system (for example, by being offered victim services) they will co-operate more fully with the investigative and judicial processes. These in turn could produce higher clearance and conviction rates and increase police and court efficiency. To date, unfortunately, these opinions are more widely accepted than they are supported by empirical research. One of the few major demonstrations reported to date of a substantial system benefit associated with a victim assistance program comes from the New York Victim Services Agency. Included in this program is a police witness notification service which has produced tangible

Exhibit II-1 List of agencies/services included in the inventory

Sign of the FISH Movement
Family Services, Salvation Army
Anderson House (Transition House Association)
P.E.I. Rape and Sexual Assault Crisis Centre
Child Abuse Line (Department of Health and Social Services)
Addiction Services (Queens, Prince and Kings Counties)
Homes for Special Care (Department of Health and Social Services)
Field Services Division (Department of Health and Social Services)
Crown Attorney, Director of Prosecutions
Family Legal Aid Division (P.E.I. Legal Aid)
Family Court Division, Supreme Court of P.E.I.
Probation Services Division (Department of Justice)
Community Mental Health Services (Department of Health and Social Services)
Catholic Family Service Bureau
Protestant Family Service Bureau
Prince County Family Service Bureau
McDonald's Family Counselling, Inc.
Teen Health Information Service (Department of Health and Social Services)
Division of Nursing (Department of Health and Social Services)
Division of Services for the Aging (Department of Health and Social Services)
Women's Employment Development Programme
Canadian Mental Health Association
Canadian Association for the Mentally Retarded
Postal Alert
Y Preschooler Programme

savings in police overtime previously spent in non-productive court attendance. The B.C. Witness Management System implemented in 1982 has also been shown to be cost-effective. A range of other potential benefits, while logically plausible, have yet to be demonstrated.

We included measurement of a number of indicators of system functioning in this study for two main reasons. Firstly, it was and is our belief that in these times of fiscal restraint, it is imperative to be able to document the cost-effectiveness of new programs. Measurement of these indicators prior to program implementation will provide the necessary baseline for future identification of program impacts. Even if direct cost savings are not produced by whatever services are ultimately put in place, at least we should know the costs of these services as fully as possible. And if system efficiencies are achieved and documented, so much the better.

The second potential contribution to be made by the system functioning measures was in pointing to aspects of the way the system treats victims which could be improved. For example, knowing that victims' property is typically held as evidence for several months when a signed photograph would serve as well might suggest policy changes which would not only benefit victims directly, but also reduce the need for storage space and staff resources in police offices.

Exhibit II-2 presents the list of system indicators on which data were gathered along with the source and rationale for each measure.

F. INTERVIEWS WITH KEY OFFICIALS

Interviewees included police and court personnel, and social service agency staff. The characteristics which these people possessed in common relevant to the present project were knowledge of local conditions and resources, and an

awareness of what might in the future limit the feasibility of new services. By approaching them for their ideas on potential changes in justice system procedures, and by informing them of our objectives and activities we hoped to maximize the cost-effectiveness and ensure the feasibility of the approaches to victim services recommended in our report prepared specifically for readers on P.E.I.

Exhibit II-2 Criminal justice system indicators

Measure	Source	Rationale
Police Related		
1. Proportion of reported crimes cleared by charge	Statistics Canada	The thinking here is that if victims receive more compassionate, responsive treatment from the system (meaning the police initially) then they will co-operate more fully with the investigation of the crime, the identification of the crime, the identification of suspects and the laying of charges. Logically, this should result in an increase in cases leading to charges for those victims who see themselves as having been treated well by the system.
2. Length of time victim property retained as evidence	Manual recording from exhibit log for high volume jurisdictions only (Charlottetown Municipal and R.C.M.P., plus Summerside Municipal)	Included among possible approaches which would benefit the victims by minimizing the length of time their property is held are: use of signed photographs as evidence in lieu of the actual object, and streamlining of the return system to ensure that the property owner is notified of its availability as soon as it is no longer needed in court.
3. Frequency of call backs to same residence for wife assault complaints	Manual recording from records in Charlottetown and Summerside Municipal Police offices, plus Charlottetown, Sherwood-Parkdale, Alberton and Montague RCMP offices	A troublesome problem in many police jurisdictions is the chronic family violence situation (meaning wife-beating typically). It is conceivable that future assistance programs may involve some new approaches to this problem such as more active encouragement of charging, or of referring battered women to needed support services. Such approaches would logically be expected to result in decreased numbers of repeat calls to these residences for these types of problems. Monitoring of these incidents on a monthly basis should enable us to track any decreases in these calls once the program has begun.

Exhibit II-2 Criminal justice system indicators (continued)

Measure	Source	Rationale
Court Related		
4. Proportion of family violence cases in which charges laid by victim	Crown Prosecutor and Police Records	Active encouragement of battered wives to charge their assailants could be a component of a victim assistance program. Such an effort should lead to an increase in the proportion of these cases in which charges are laid.
5. Proportion of cases in which charges are withdrawn by victim	Crown Prosecutor and Plice records	Any victim service which gives the victim a sense of being well-treated by the system should logically improve the extent of victim co-operation in the system's functions, including prosecution. What we would be looking for in this measure would be a decrease in the proportion of cases in which the victims sought and achieved withdrawal of the charges. We would also want to note the stated reasons for the withdrawal (if any).
6. Proportion of cases withdrawn due to victim non-attendance	Crown Prosecutor and Police records	As per 5 above, except that here the victim simply failed to appear as required. In practice it may be difficult to distinguish cases falling under this category and those falling into 5.
7. Proportion of cases in which suspect convicted	Data collected for P.E.I. Sentencing Study (Dept. of Justice)	As with 1,5, and 6 above, victim services should logically improve victim co-operation with the judicial process leading ultimately to sounder evidence and improved prospects of conviction.
8. Proportion of convictions in which restorative sanctions imposed	Data collected for P.E.I. Sentencing Study (Dept. of Justice)	A potential component of a victim assistance program could be the promotion of the use of restorative sanctions to benefit victims.

III

FINDINGS

In this chapter, we summarize the results of our data collection efforts, and discuss their implications. Separate sections are devoted to each of the 'populations' formally surveyed: general victims, wife assault victims, subpoenaed Crown witnesses and commercial/institutional victims. Relevant information from the agency inventory and from the informal interviews with criminal justice and social service personnel is interspersed throughout this chapter as appropriate.

In order to place the substance of this chapter in the proper context, the inherent limitations of the methodology employed in this study should be acknowledged. The major constraint on the generality of our findings derives from the fact that we only contacted individuals whose victimization was reported to the police (except for the wife assault victims contacted through the Transition House). Victimization survey results based on random sampling of households indicate that (across crime types) something less than half of all crimes are ever reported to the police (Canadian National Urban Victimization Survey: Bulletin 1, 1983). By starting from police records, the present study has excluded 'non-reporters' from the survey samples. The other major feature of our methodology which limits the breadth of the findings concerns the highly structured nature of the survey instruments. The major advantages of a structured approach are the consistency and reliability of the results it produces. The major drawback is that it does not allow for extensive probing by the interviewers, and does not permit the interviewees to express all of their thoughts and feelings about the incident in an open-ended manner. Data acquired through unstructured interviews, while 'in-depth' and 'colourful' are difficult to collate into general patterns and findings. On balance, the structured approach adopted for this study has served its purpose well. We were also able to interview only four victims of sexual offenses. A sample of this size is too small to support a separate analysis. Consequently, the data from these individuals were included in the samples of other threat/attack victims. Finally,

readers are reminded that no interviews were conducted with any victims younger than 16 years of age. Consequently, this study can provide no information on children as victims of crime.

A. GENERAL VICTIMS

Overall, the general surveys conducted for this report do not indicate that the current procedures and services of the criminal justice and social service systems on P.E.I. are leaving important needs of crime victims unmet. This view is supported by the victims interviewed, 95% of whom reported that they would be willing to report (similar) crimes to the police in the future, while 98% stated that they would encourage a friend or family member to report to the police if they were victimized. These responses clearly reflect a positive orientation by P.E.I.'s crime victims towards (in particular) the police. At the same time, a number of areas of potential improvement were identified in the course of the research.

In order to present the data collected for this study in digestible 'chunks', we have organized it into several categories. These categories are based on the nature of the impacts/needs/services discussed. The survey and related data on general victims is presented below under the headings of: financial needs, emotional needs, practical needs, information needs and secondary needs.

1. Financial needs

The surveys of general crime victims produced data on two distinct types of financial impacts of victimization. The first and most often reported concerned costs resulting from property loss and damage crimes. Of the 184 victims interviewed in the first survey, 117 (64%) reported loss of at least one item of personal property. Of these reported thefts, only 3% involved any type of threat or attack. Cash was taken relatively infrequently (6% of all reported thefts). The items most commonly reported stolen were motor vehicles parts

and accessories, bicycles, and other items of personal property. The reported average values of these losses were, for each type of item: cash ($232), motor vehicles, parts and accessories ($3474), bicycles ($158), and other personal property ($247). These averages should be interpreted with caution as, in some cases, they are based on relatively few observations.

Property damage was reported by 70 of the 184 (38%) respondents to the first survey. Of these cases, 47% involved damage to motor vehicles and 36% involved damage to the dwellings or other property of the victims. The average value of damage reported was $288.

The victims of loss and damage offenses reported extensive reliance on both their own resources and insurance to recover from the financial effects of their victimization. Of the 55% of loss victims who reported having insurance before the crime, 60% filed an insurance claim and, of these, all were successful. On the other hand, 45% of the loss victims did not have insurance coverage before the theft. Finally, some or all of the stolen money or property was recovered by approximately 31% of the loss victims. The costs arising from property damage crimes were paid for by the individual victimized (in 60% of the cases reported) and/or under the terms of the individual's insurance policy (45%).

The importance of insurance as a means of recovering losses resulting from property crime was apparent in the responses to our surveys. A somewhat surprising finding (noted above) was that 45% of the loss victims did not have insurance coverage before their theft. If these individuals were not insured because of financial hardship, then the impact of their losses would be especially severe. In order to examine this hypothesis, an analysis was performed to determine whether or not there was any relationship (in our sample) between being insured and family income. The results of this analysis showed no relationship between coverage and income.

In terms of expressed needs for services, only 1% of the respondents to the first survey reported a need for emergency financial aid.* These people were victims of both threat/attack and property loss/damage crimes. On the six-month follow-up survey, a substantial 15% of the victims interviewed reported a need for compensation for stolen/damaged property. Of those reporting this need, 89% did not receive the needed assistance, despite reliance for at least partial compensation through insurance.

Emergency financial aid is available to individuals and families in crisis through the Field Services Division of the Department of Health and Social Services. Eligibility for aid depends on individual circumstances (including financial). Compensation for property losses on a non-emergency basis is provided through two sources: insurance and restitution. Insurance is a private matter and was discussed above. Restitution can be requested by loss/damage victims as part of the sentences of convicted offenders. Our survey results indicated considerable support for the concept of restitution among the victims surveyed. On the first survey, 35% of the threat/attack victims and 69% of loss/damage victims indicated that they would be in favour of the offender making direct compensation or retribution to them for their losses. On the second survey, the proportions in favour of direct restitution/compensation increased to 78% overall.

The second type of financial need examined in this study concerned the costs associated with victimization-related injuries. Of the threat/attack victims interviewed in the first survey, 48% reported some injury as a result of their victimization. The most frequently reported types of injuries were bruises, scratches and cuts, while 13% of these victims reported broken bones and dislodged teeth. Of the 19 individuals injured, ten (53%) required medical treatment. In all but two of these cases, the treatment was administered in the hospital emergency department and did not require an overnight hospital stay. These figures are higher than those obtained in the Richmond study where only 8% of victims of 'personal' crimes were injured, of whom 38% required medical attention.

Of the 19 individuals who reported an injury in the first survey, we were able to contact 15 to complete the second survey. Of these, only one reported enquiring about their eligibility as a crime victim to receive compensation from any source. This enquiry did not result in any claim being filed. In most other provinces, these individuals might have qualified for compensation from a Criminal Injuries Compensation Board. No such agency currently exists in P.E.I., however. The data from this study indicates that the level of demand for compensation would not be high on P.E.I., although of the threat/attack victims interviewed, relatively more (compared to Richmond) reported needing medical attention.

Some impairment of their ability to carry out their normal activities was reported by 4 of the 15 injured victims interviewed. In two of these cases, the impairment was permanent and resulted in financial losses for which they were not compensated. These (few) individuals might have benefited from publicly-funded injuries compensation.

Comparison with other studies. Expressions of need for financial aid were reported by a fairly consistent 3%-6% of the victims interviewed in Richmond (6%), Winnipeg (3%), Calgary (3%) and Kitchener-Waterloo (4.5%). These results are noticeably higher than the 1% reported for P.E.I. To some extent the difference may be attributable to the comparatively less serious nature of the crimes studied on P.E.I.

2. Emotional needs

An extensive research literature has developed which examines the emotional impacts of crime on victims. In large part, this literature focusses on more serious (meaning violent) crime types, although some research has also looked at the emotional impacts of residential break and enter (e.g. Waller and Okihiro, 1978).

The P.E.I. surveys of general crime victims included a number of questions intended to identify the emotional reactions of the victims surveyed to their victimization. The set of questions asked employed both open-ended (volunteered response) and prompted formats. Exhibits III-1 and III-2 summarize the responses to these questions from the immediate and long-term surveys, respectively. These tables present summary data for all of the victims surveyed. Comparisons were performed both by crime type (loss/damage vs. threat/attack) and sex of victim. Almost across the board, female threat/attack victims reported the strongest emotional reactions followed by, in general, male threat/attack victims. The predominant emotional reaction to the reported crimes on both surveys was anger (78% and 21% on the first and second surveys, respectively) followed by various expressions of nervousness or fear (37% and 15%). Only 8% of the victims interviewed reported no emotional reaction whatsoever.

In terms of expressed needs for services to help with their emotional reactions, many victims indicated a need for 'someone to talk to' about what happened. On the first survey, 16% of the victims surveyed reported that they felt a need for this kind of help immediately after the police left. As well, 9% reported a need for someone to stay with them for security or to 'keep them company.' Of the victims expressing these needs, 87% and 69% respectively were able to obtain the required help from their families and friends.

On the follow-up survey, only 5% of the victims interviewed reported a need for counselling (most were female threat/attack victims). Four-fifths of these people indicated that they were able to get needed help from their families and friends. It seems clear from this that the majority of P.E.I.'s crime victims are able to rely on their personal resources for help in dealing with the emotional impacts of their victimization. A minority choose not to use these resources.

Exhibit III-1 Emotional reactions reported on first survey

Reactions immediately following crime	
Volunteered Responses	Per cent Reporting Response
Anger	36%
Upset/shaken	19%
Disbelief	11%
Frightened	6%
Depressed	5%
Non-emotional responses	15%
No reaction	8%
Prompted Responses	
Nervousness	37%
Crying and shaking	19%
Angry	78%
Confused	15%
Physically sick	7%
Reactions one week or so after crime	
Prompted Responses (only)	
Nervousness	14%
Crying or shaking	4%
Fear of being alone	11%
Fear of entering home	9%
Fear of going out at night	11%
Anger	31%
Memory loss	2%
Confusion/shock	4%
Sickness/nausea	2%
Trouble sleeping	11%
Headaches	6%
Lack of appetite	5%

Exhibit III-2 Emotional reactions reported on follow-up survey

Prompted Responses (only)	Per cent Reporting Response
Nervousness	15%
Crying or shaking	5%
Fear of being alone	10%
Fear of entering home	7%
Anger	21%
Memory loss	2%
Confusion or state of shock	3%
Physical sickness or nausea	4%
Trouble sleeping	9%
Headaches	5%
Lack of appetite	2%
Cautiousness	3%

None of our respondents reported that no one was available for them to talk to. Before describing the services available to these people, we briefly examine some data gathered on victims' reported feelings of security following their victimizations.

Respondents to both the first and second surveys were asked to indicate whether or not each of a set of questions about anxiety and fear applied to them. Exhibit III-3 summarizes the results of these questions. One surprising feature of this Exhibit is the persistence of the emotional reactions even after six months. Allowing for sampling fluctuations, there appears to be surprisingly little change in the answers to some of these items over the six-month period between the surveys. In general, the data indicated that female victims reported considerably more fear and anxiety than did male victims, especially in cases involving threat/attack crimes (female threat/attack victims reported twice as many such reactions as did male threat/attack victims). Since we have no pre-crime baseline measures of these feelings, it is impossible to assess the extent to which the crime is affecting the response to these questions. It may be that some of the respondents would have responded as they did even if they had not be victimized. The stability of the answers over the six-month period does, however, suggest that these attitudes are not transitory and may be difficult to change. The extensive reported use of crime prevention techniques (discussed below) may also reflect the reliability of these attitude measures.

Exhibit III-3 Reported feelings of insecurity and fear (both surveys)

Statement	Percentage of first survey respondents who indicated that statement applied to them	Percentage of second survey respondents who indicated that statement applied to them
Since the incident I feel generally less secure	36*	24***
Since the incident I feel that the streets of my neighbourhood are less safe	42*	26**
Since the incident I feel that my home is one place where I feel completely safe	54	58***
Since the incident I have now become more anxious in public places	18	15***
Since the incident I am now more suspicious of strangers	46	34***
Since the incident I am now afraid to be alone	11*	7*
Since the incident, I am afraid to enter my home alone	10*	9
Since the incident I am afraid to go out at night	16*	8***

* Considerably higher for females than males, especially among threat/attack victims. (Detailed results are available in Volume II of this report.)

** Highest for male threat/attack victims.

*** Highest for female threat/attack victims (opposite or no sex difference for loss/damage)

Counselling services are currently provided to residents of P.E.I. by a range of agencies. Some of these agencies have traditionally dealt with specific client groups, e.g. victims of wife assault, while others offer a general service. Included in the four agencies identified as offering emergency (24-hour availability) counselling and the seven offering non-emergency counselling are both professional (paid) and volunteer services. For the most part, these agencies do not view crime victims as comprising large proportions of their client loads.

In view of the relatively low expressed demand for emotional support and counselling from outside the victims' own networks of family and friends, it would seem reasonable to expect that most unmet needs for such help could be met by some of the agencies already providing counselling services. To accomplish this would require several steps. First, willing agencies would have to be identified and recruited. Next, the police would have to become aware of the availability of these services. Finally, a referral network including the police would have to be established to channel victims seeking help to the appropriate agency.

Comparison with other studies. The composition of the samples of victims interviewed in the six studies varied widely in terms of the types of crimes represented. As a result, the reported emotional responses also vary substantially. For P.E.I. and Richmond, the predominant emotional reactions were anger and nervousness/fear. In other sites, frequent mentions were fears of various kinds, increases in suspicion and feelings of personal invasion. The P.E.I. data indicated that 16% of the victims interviewed needed "someone to talk to about what happened." This compares with reported percentages of 24% - 47% from the other sites. Most of the studies indicated that many victims were able to seek help with their emotional reactions from family members and friends.

3. Practical needs

Certain types of crimes will generate needs for help with practical matters on the part of some victims. For example, victims of residential break and enter may require the services of a locksmith outside of regular business hours. Victims of vandalism or theft may not be aware of the procedure for reporting their losses to their insurance agents, or of reporting stolen credit cards. Some injured victims will require transportation to hospital. Finally, property crime victims whose cases go to court may not be aware of the potential for seeking restitution from the convicted offender.

Our survey of general crime victims on P.E.I. assessed the need for such practical services in two ways. Firstly, the survey directly questioned the victims on their perceived need for various services. The results indicated that only 1% of the victims expressed a need for emergency home repairs, 2% needed emergency transportation to hospital and 1% needed compensation for medical costs.

As was the case with financial and emotional needs, the data on practical needs suggest that what is required by most victims is more information. For example, the procedures involved in filing insurance claims and reporting stolen credit cards are straightforward. Police officers should be familiar with these procedures and should ensure that victims requiring information of this type get the help they need. Finally, victims of property crimes expressed support for the concept of restitution (69% in favour on second survey). But eligible victims may not know of their right to seek restitution, or of how to go about doing it.

A distinct area of practical need is that of crime prevention information. On the first survey, 8% of the victims reported a need for more crime prevention information. When questioned as to whether the attending officer had provided them with crime prevention advice, 44% of the loss/damage victims interviewed replied negatively. Even so, despite their frequent statements that the police did not provide them with crime prevention

information, reported use by the victims of crime prevention measures following their victimization was extensive. Among the most often followed approaches were: locking doors/windows (49%); installing new locks/window bars (7%); changing activity patterns (14%); leaving lights on when out (18%); protecting car (30%); having home checked while away (24%); and putting possessions in a safer place (40%). Clearly, these people are prepared to take various steps to prevent future victimization. Even limited input from the attending officer, or a suggestion that the victim contact their local police office would likely satisfy those seeking more information. It may also be possible to recruit victims to assist with crime prevention efforts by contacting their neighbours to promote crime prevention.

Comparison with other studies. The P.E.I. victims surveyed expressed comparatively little need for practical help. Whereas 23% of the Richmond sample expressed this need, only 3% of the P.E.I. sample did so. In terms of expressed need for more crime prevention information, the comparable figures were 19% and 8%. For compensation for stolen property, the figures were 29% and 15% (for Richmond and P.E.I. respectively). The P.E.I. data indicate that most practical needs of crime victims are being met.

4. Information needs

As part of the present study, an inventory of agencies providing services of potential value to crime victims on P.E.I. was compiled. Exhibit III-4 presents a listing of the agencies contacted, and the types of services they provide. It is apparent from this Exhibit that an extensive array of services are available to P.E.I. residents. It is equally clear from our victim surveys and agency interviews that the level of awareness of these services is low, even within the social service community itself. With respect to the police, only 14% of the victims were informed of available services by the officer who responded to their call. It is not clear from our data whether other victims would have found this type of infomration useful.

In general terms, these findings point to a need for improved access to information on available services for victims. The victim interviews indicate

Exhibit III-4 **Agencies providing services relevant to the needs of crime victims on P.E.I.**

Type of Service	Agency	Major client base	Currently serves any crime victims?
Emergency			
Crisis Information	- Sign of the FISH Movement	Anyone in need	not known
	- Family Services, Salvation Army	Anyone in need	yes
	- Anderson House	Abused wives and their children	yes
	- PEI Rape and Sexual Assault Centre	Sexual assault victims	yes
	- Child Abuse Line Health and Social Services	Abused children	yes
	- Addiction Services	Alcoholics/addicts and their families	yes
	- Homes for Special Care, Health and Social Services	Elderly	not known
Counselling	- Family Services Salvation Army	Anyone in need	yes
	- Anderson House	Abused wives and their children	yes
	- PEI Rape and Sexual Assault Crisis Centre	Sexual assault victims	yes
	- Child Abuse Line Health and Social Services	Abused children	yes

Exhibit III-4 **Agencies providing services relevant to the needs of crime victims on P.E.I.** (Continued)

Type of Service	Agency	Major client base	Currently serves any crime victims?
	- Addiction Services	Alcoholics/Addicts and their families	yes
Accommodation	- Family Services Salvation Army	Anyone in need	yes
	- Anderson House	Abused wives and their children	yes
Transportation	- Family Services Salvation Army	Anyone in need	yes
Non-Emergency			
Information & Referral	- Field Service Division Health and Social Svcs	Anyone in need	not known
	- Family Court Division	Anyone in need	yes
	- Probation Services	Offenders, victims involved in restitution	yes
	- Catholic Family Services Bureau	Anyone in need	yes
	- Prince Co. Family Services Bureau	Anyone in need	yes
	- Addiction Services	Anyone in need	yes
	- Teen Health Information Service, Health and Social Services	Anyone in need	not known

Exhibit III-4 **Agencies providing services relevant to the needs of crime victims on P.E.I.** (Continued)

Type of Service	Agency	Major client base	Currently serves any crime victims?
	- Division of Nursing, Health and Social Svcs	Anyone in need	not known
	- Division of Services to the Aging, Health and Social Services	Elderly	yes
	- Women's Employment Development Program	Women	yes
	- Canadian Mental Health Association	Mental health patients	yes
	- Canadian Association for the Mentally Retarded	Mentally retarded persons and family members	yes
Counselling	- Field Services Division Health and Social Svcs	Anyone in need	not known
	- Family Court Division	Anyone in need	yes
	- Community Mental Health Services, Health and Social Services	Anyone in need	yes
	- Catholic Family Service Bureau	Anyone in need	yes
	- Protestant Family Service Bureau	Anyone in need	not known
	- Prince Co. Family Service Bureau	Anyone in need	not known
	- McDonald's Family Counselling, Inc.	Anyone in need	yes

Exhibit III-4 **Agencies providing services relevant to the needs of crime victims on P.E.I.** (Continued)

Type of Service	Agency	Major client base	Currently serves any crime victims?
	- Addiction Services	Anyone in need	yes
	- Division of Services to the Aging, Health and Social Services	Elderly	yes
	- Canadian Association for the Mentally Retarded	Mentally retarded persons and family members	yes
Legal Advice	- Crown Attorney's Office	Victims involved in court proceedings	yes
	- Family Legal Aid Division, PEI Legal Aid	Low income victims	yes
Child Care	- Field Services Division Health and Social Svcs	Anyone in need	not known
	- Y Preschooler Programme YMCA	Anyone in need	not known
Transportation	- Field Services Division Health and Social Svcs	Anyone in need	not known
Accommodation	- Division of Services to the Aging, Health and Social Services	Elderly	yes
Financial Aid	- Field Services Division Health and Social Svcs	Anyone in need	not known
Daily Check	- Postal Alert	Anyone in need	no

that demand for services other than various types of information, immediate emotional support (generally received from family and/or friends) and compensation for losses is limited to a small minority of victims. The fact that these people may be few in number does not mean that their needs should be ignored (particularly given that the needed services are already available).

It does mean, however, that their needs will likely not justify the establishment of new service agencies. The fact that existing agencies are already providing the needed types of services to other client populations argues for improved inter-agency coordination and referral of crime victims among these agencies.

The most efficient means of achieving this objective of meeting at least a subset of victim needs through existing service structures would involve (minimally) the following steps:

- Existing agencies which do or could provide services to victims will have to be contacted and recruited to participate in a coordinating committee. The purpose of this committee would be to establish community priorities with respect to the type of services to be provided to victims, and then to identify the agencies which will deliver these services.

- Information on availability of services, and the specific procedures for requesting services will have to be made available to the police, and to the participating agencies. In this way, victims eligible for, and in need of specific services will be informed as to where and how to seek the help they need. The optimal means of making this information available is not immediately obvious. Alternatives include the establishment of a single centralized referral resource which could be contacted by anyone seeking information (i.e. victims, police or agency staff); or the information could be compiled into a concise reference document which would be distributed to both relevant agencies and to police officers. There are undoubtedly other means of accomplishing the objective of providing information to victims on available services. Each will have its advantages and disadvantages. Experience in other jurisdictions may be helpful in selecting the best strategy for P.E.I.. In any event, the final choice will rest with local police and social service agency representatives.

Comparisons with other studies. The type of information (not related to the police or courts) most needed by the victims interviewed in Richmond and P.E.I. was concerned with the types of help available from local agencies. From these surveys, 24% and 14% of the respondents respectively, reported being informed of available services by the police. This was also the case in Calgary where 19% of the survey respondents reported a need for "advice on available help". The other sites did not provide comparable data.

5. Secondary needs

For the purposes of this report, the term 'secondary needs' refers to impacts and associated victim needs arising from the way in which the criminal justice system deals with crime victims. In this section, we examine victim perceptions of the way in which the police respond to their needs and identify aspects of police handling of victims which could be improved. Later sections of this report look at the particular problems faced by wife assault victims, and by subpoenaed Crown witnesses in their contact with the courts.

For many crime victims, the only 'agent' of the justice system with whom they will have any contact will be the police officer attending their call. Due to the relatively low rate of case solution (charges laid) for many crime types, most victims will not be involved in a trial. For this reason, it is especially important that the contact between the victims and the responding police officer be as reinforcing and positive for the victims as circumstances will permit. Among the victims surveyed for this study, the overall level of satisfaction with the police response to their victimization was high. This was somewhat more the case for threat/attack victims than for loss/damage victims. Otherwise, only a fairly consistent 20-25% of the victims interviewed in both surveys reported that they were not satisfied. In terms of their response to specific aspects of their contact with the police, the victims interviewed believed that the police: responded quickly (70% of those expressing an opinion), were polite and courteous (92%), were sympathetic to their situations (79%), did all they could to locate and arrest the criminal involved (60% - 11% said they

didn't know), kept them informed of case progress (57%), informed them of available services (14%), and provided crime prevention information (59%).

The issues of providing information on available services and on crime prevention have been discussed in earlier sections of this report. One important topic which has not as yet been examined concerns the provision of information on case progress. Current R.C.M.P. policy calls for all victims to be contacted at some point regarding their cases. As a practical matter, however, this does not always occur: the officers do not have time to contact everyone, and some matters are so minor that they do not warrant (either from the police or the victim's perspective) any further communication. It should be possible, however, for those victims who desire more information to get it. One way to streamline and improve the communication of case progress information would be to provide all victims with a card on which the Occurrence Number is recorded by the attending officer. Victims who wished to do so could then contact their local police office and request an update on their case using the Occurrence Number to identify both themselves and the case. For R.C.M.P. cases, data on the Police Information Retrieval System (P.I.R.S.) could then be accessed, and the victim's questions would either be answered directly or passed on to the member involved. This does not mean that no proactive contacts with identified victims should be made by the police. Clearly, in cases where the file is either 'concluded to Court' or 'concluded to file', the victims (if any) should be informed as promptly as possible. The only logical exception to this would be cases of property loss/damage reported for 'information or insurance purposes' only.

Another aspect of police procedures which directly affects some victims concerns the retention of victims' property as evidence. Of the property loss victims interviewed, almost one in three (31%) reported that at least some of their property was recovered. In some cases, this property was held by the police as evidence. Examination of police records indicated that the average length of time that property is held is approximately two months. An alternative to holding the property is available: subject to the approval of the Crown

Prosecutor, a photograph of the items can be taken and signed by the item's owner. He is then permitted to take the item home, and the photograph is used in court instead of the item itself. Hence the owner does not have to wait until the trial concludes to recover his property. We believe that the practice of photographing recovered property should be employed in all applicable cases where the ownership of the item is clear, and where the photograph will serve adequately as evidence. This seems a simple and straightforward means of minimizing one aspect of the inconvenience to victims associated with their participation in the justice process.

Comparison with other studies. As discussed above, secondary needs refer for the most part to needs arising from the victims' contacts with the police. In all of the studies where this area was examined, the victims expressed general satisfaction with the services provided by the police (70% - 80%). At the same time, needs were consistently reported for: more information on case progress, more information on crime prevention measures, and more information on help available from other agencies.

B. VICTIMS OF WIFE ASSAULT

Among the most controversial problems faced by the criminal justice system over the past several years has been that of how to deal with wife assault. In a report on wife battering published in May of 1982, the Commons Standing Committee on Health, Welfare and Social Affairs recommended changes in such diverse areas as: police training, funding for emergency shelters, legal administration, treatment programs for batterers, and public education. These concerns were echoed in the report of the Federal-Province Task Force on Justice for Victims of Crime. In order to place the findings of the present study with respect to wife assault in context, the manner in which the needs of these people differ from the needs of other crime victims will first be highlighted.

The perceived distinction between wife assault and other types of crime is based on the view that wife assault is not a criminal matter. Rather, it is a private family matter which is best left to the family to resolve. Wife assault has not traditionally been seen as a problem requiring, or even suitable for intervention by the criminal justice system. One result of this has been the relative public invisibility of the problem -- because it is a "private matter", it does not come to the attention of those outside the family.

In addition to often not being perceived as victims of crime, assaulted wives differ from victims of other types of crime in that they:

- Are often subject to repeated and ongoing victimization by their assailants;
- May require shelter and/or protection outside of their family homes;
- May require long-term financial assistance to support themselves and their children (if any);
- Often want treatment rather than punishment for their assailants, thus complicating the interaction between the victim and the justice system;
- May continue to maintain an ongoing, intimate relationship with their assailants despite their assailant's abusive behaviour.

A final distinction between assaulted wives and other types of victims is the possible effects of this crime on the children of the family. They may be abused themselves, and they may come to see violence as a normal part of family life which they may perpetuate as adults.

Incidence of wife assault on P.E.I.

One additional aspect of our current understanding of wife assault which often sparks controversy is the lack of valid and reliable estimates of the incidence of this crime. The estimates range from one woman (married or in a live-in relationship) in ten over the course of a year (McLeod, 1980) to the seven per thousand figure derived from the recent National Urban Victimization

Survey. Even allowing for differences in both counting methods and definitions, these two estimates are difficult, if not impossible, to reconcile.

In our attempt to obtain an accurate estimate of the incidence of wife assault on P.E.I., we can draw on and compare three sources of information: (1) The Victim Information Forms completed by all RCMP detachments and municipal police departments across P.E.I. during June and July 1983; (2) File searches of four RCMP detachments, aimed at identifying wife assault cases over an eight-month period; and (3) Statistics from Anderson House. We discuss each of these information sources in turn:

1. Victim Information Forms recorded 26 wife assault cases for the two-month period studied. This would lead to a prediction of 156 cases over the course of one year in a population which includes, according to data from the 1981 census, 26,560 husband-wife families (families are divided only into husband-wife and single-parent families in the census figures), giving an estimate of .58% or 5.8 per thousand reported incidents of wife assault.

   Twelve of the 26 wife assault cases recorded on Victim Information Forms were from the Charlottetown Municipal Police Department. Over the course of one year this would amount to 72 cases in a population with 2,675 husband-wife families, giving an estimated 2.7% or 27 per thousand reported incidents. This could mean that the incidence of wife assault is higher in the City of Charlottetown than in other parts of P.E.I., that the reporting rate is higher, or both. Since three of eight police officers interviewed mentioned that what they see as a very low reporting rate may be caused partly by the stigma associated with reporting wife assault in rural communities where "everyone knows everyone," it may well be that women living in the less intimate city community are less hesitant to report wife assault incidents to the police.

2. The file searches of the four selected RCMP detachments identified 42 wife assault cases over an eight-month period in jurisdictions covering 14,760 families, leading to a yearly prediction of 63 cases (.43%) or 4.3 per thousand. Since the four RCMP detachments cover a largely rural population, with the exception of Sherwood-Parkdale which covers a relatively small suburban population (1,705 families), it is not surprising that the reported rate is less than for the Island as a whole.

3. Anderson House provided shelter to 143 women and their children for a one-year period, October 1982 - October 1983. Since Anderson House is available to women from across P.E.I., if we use the statistic of 26,560 husband-wife families, the yearly occupation rate is .54% or 5.4 per thousand. However, since 60% of Anderson House residents come from Charlottetown and Queens County (25% from Kings County, 10% from Prince County, and 5% from out-of-province), it may not be accurate to base the occupancy rate on the whole population of families on P.E.I. Also, Anderson House receives numerous calls from women needing advice and support who do not seek shelter at Anderson House. Difficulties with transportation and displacement from their own communities, especially for women with school-age children, may prevent some women from seeking shelter at Anderson House.

In summary, given that the reporting rate for wife assault cases is generally accepted to be very low, and that the number of reported cases is approximately five per thousand, the "seven per thousand" estimate for wife assault occurrences seems low for P.E.I. and the "one in ten" per year estimate seems high.

Even to obtain a reliable estimate of the reported incidence of wife assault, let alone the actual occurrence rate, involved a considerable amount of work, since to date police statistics have not separated wife assaults from other types of assault. However, RCMP detachments on P.E.I. have recently been asked to flag wife assault cases for statistical purposes and "L" Division is ready and waiting for a new national system of coding wife assault cases. It will be important in the future to extend this system to include the (non-RCMP) municipal police in order to produce as complete a picture of the problem as possible.

Nature of incidents reported

Of the 34 wife assault victims interviewed, 15 (44%) were verbally threatened, 17 (50%) were physically assaulted, and two (6%) went to Anderson

House to protect their children from their partner/ex-partner. The threats to police-referred victims (six cases) were all by ex-partners who were breaking into the victim's apartment in four cases, including one case involving threats with a knife and shotgun; and threatening her on the phone and damaging her car in two cases, including one case where the ex-partner set fire to the victim's house. Threats to Anderson House-referred victims (nine cases) involved threats by partners who had been violent to the victim in the past in five cases and threats with a knife in two cases. Thus the seriousness of the threats should not be understated.

The 17 physical assaults involved punches, kicks and slaps, including three cases in which the victims were threatened with weapons as well as assaulted. Three of the 17 victims of physical assault (18%) required medical attention, i.e., emergency treatment only (no overnight stays at the hospital).

Living arrangements

Victims were asked whether they were living with their assailant at the time of the incident, at the time of the first interview, and at the time of the second interview. Of the 11 police-referred victims, only two (18%) were living with their assailant at the time of the incident; one of these left and went to Anderson House and only one was still living with her husband at the time of the second interview. Harrassment by ex-partners is a troublesome problem for wife assault victims. Although the question "why don't they leave" is often asked regarding wife assault victims, leaving does not necessarily stop the abuse and threats.

Of the Anderson House-referrals, 21 of the 23 (91%) victims were living with their partner at the time of the incident, one who had been living with her husband was assaulted while she was staying at Anderson House, and one went to Anderson House to protect her child from being forcibly taken by her drunk ex-husband. Anderson House provided shelter from an abusive situation until the women were able to decide what to do. At the time of the first interview, five

of these 23 victims had returned to their partners, believing that their home situation would improve. As previously mentioned, second interviews were not conducted with Anderson House victims. Therefore, there is no way of knowing how many of these victims stayed with their partners over the longer-term.

The difference in living arrangements between the police-referred and Anderson House-referred victims is striking. Only 18% of the police referrals were living with their assailants at the time of the reported incident, compared to 91% of the Anderson House referrals. Does this difference indicate that wife assault victims living with their assailants are unlikely to call the police? Of the 23 Anderson House victims interviewed, 16 (70%) had called the police about related problems at some time in the past. This leaves 30% who had never contacted the police about their assailants behaviour prior to seeking shelter at Anderson House. It seems that despite the generally positive views of police service held by wife assault victims (see below) there remains a substantial segment of this group of crime victims who do not believe that calling the police will assist them to deal with their problem.

Child abuse/effects on children of wife assault victims

Wife assault victims differ from other types of victims in the possible effects of this crime on the children in the family. They may be abused themselves, and they may come to see violence as a normal part of family life which they may perpetuate as adults.

Thirty-one of the 34 victims (91%) had children; in four cases they were her children from a previous relationship. Except for one case in which the children were in the custody of the Department of Health and Social Services, the children were living with the victim at the time of the incident.

The victims were asked if their children were threatened or attacked in the reported incident. Of the eight police-referred victims with children, only one (13%) indicated that her child was threatened in the reported incident. Six of

the 23 (26%) of the Anderson House-referred victims reported that their children had been abused by their partner in this or previous incidents, including two cases of sexual abuse of daughters by their step-fathers. In addition, one victim sought protection at Anderson House to prevent her drunk husband from taking her younger child away from her. Another victim mentioned that her ex-husband was rough with the children and her older child especially was upset about the repeated incidents of wife assault -- he had nightmares for three months and would tell men "don't hit my mommy." Thus, in nine of the 31 cases (29%) where children were involved, the women reported that their children were threatened or abused themselves or were otherwise affected by the wife abuse.

Alcohol involvement/need for professional help for men who batter

Alcohol abuse was a frequently reported factor precipitating wife assaults. Twenty of the 34 victims interviewed (59%) stated that their partners/ex-partners were drinking heavily at the time of the incident and an additional five indicated that their partner was in a stress period or "dry drunk" at the time of the incident or that the abuse usually occurred when he was drinking. Thus, alcoholism was reported to be a factor in 25 of the 34 cases (74%).

Several of the wife assault victims mentioned that, since it was their partner who was drunk and abusive, he should have been removed from the home, instead of themselves and their children. One of the police officers interviewed also stated that the police should have more power to remove the assailant when the woman is in danger, without having to worry about overstepping their bounds. This view was supported by two workers from Addiction Services who expressed concern about the number of women living with alcoholics who suffer physical abuse. These workers believe that legislation should be proclaimed which would allow police to remove people abusing alcohol from their homes and place them in treatment facilities. Almost two years ago, such legislation (an amendment to the Mental Health Act empowering police to remove alcohol abusers from their homes and the Addiction Services Act empowering Addiction Services to detain persons admitted to treatment facilities as a result) was apparently passed by

the P.E.I. Legislature, but not proclaimed. After it was passed, there was considerable controversy around the civil liberties/human rights issues involved and this may have caused the delay in proclamation.

While alcohol abuse is clearly a factor in many wife assault situations, treatment for alcoholism may not in itself stop the abuse, since the underlying attitudes and perceptions causing the assailant to become violent towards his spouse or common-law partner may not have been dealt with. Thus, the alcoholic may continue to abuse his partner when he is undergoing a stress period. Referral to a programme for men who batter should be an appropriate follow-up to alcoholism treatment, as well as being a treatment for men who assault their wives but are not alcoholics. Police, social workers, addiction counsellors, doctors and other professionals who become aware of wife assault situations should be encouraged to make referrals to the group counselling programme for men who batter, planned to begin in March 1984. As well, judges should give serious consideration to this programme as a sentencing option (preceded as appropriate by alcoholism treatment) in wife assault cases.

Finally the victims were asked whether professional help for their partner/ex-partner was needed. From the list of possible needs, this was the most frequently mentioned, with 31 of the 34 victims (91%) expressing this need. Twelve (39%) of the partners/ex-partners did receive help from Addiction Services and/or counselling agencies.

Emotional reactions to the incident

As Exhibit III-5 indicates, emotional reactions to the incident by wife assault victims show considerable traumatic effects. The Exhibit summarizes both volunteered and prompted responses to questions about emotional reactions immediately following the incident and reactions lasting for approximately one week after the incident. The most common prompted responses to questions

Exhibit III-5 Emotional reactions reported by wife assault victims

Reactions immediately following the incident	Number Reporting	(Per Cent) Response
Volunteered responses:		
Scared/terrified	9	(26%)
Upset/shaking/crying	4	(12%)
Angry	4	(12%)
Numbness/shock/confusion	6	(18%)
Sense of relief when she finally decided to leave	1	(3%)
Prompted responses:		
Nervous	29	(85%)
Crying or shaking	23	(68%)
Angry	23	(68%)
Afraid for own safety	27	(79%)
Afraid for children's safety	20	(59%)
Confused or in a state of shock	27	(79%)
Physically sick or nauseous	7	(21%)
Reactions lasting approximately one week after the incidence		
Volunteered response:		
Tired/depressed/emotionally drained	4	(12%)
Anxiety (panic) attacks	1	(3%)
Upset when husband phones her	1	(3%)
Prompted responses:		
Nervous	24	(71%)
Crying or shaking	18	(53%)
Afraid of being alone	16	(47%)
Afraid of entering her home	13	(38%)
Afraid of going out at night	13	(38%)
Angry	24	(71%)
Memory loss	5	(15%)
Confused or in a state of shock	13	(38%)
Physically sick or nauseous	8	(24%)
Trouble sleeping	21	(62%)
Headaches	19	(56%)
Lack of appetite	19	(56%)
None of the above (no lasting effects)	3	(9%)

about their reactions immediately following the incident were: "nervous" (85%) and "afraid for our safety" and "confused or in a state of shock" (79%). Approximately one week later, the strongest reactions were: "nervous" and "angry" (71%) although three victims (9%) reported no lasting effects. Emotional effects on the victims could be expected to vary according to the seriousness of the incident.

Of the six victims interviewed through the second survey approximately six months following the incident, 3 (50%) reported lasting effects from the incident. One feels nervous because her assailant hangs around and speaks to her on the street, even though the judge ordered no contact as a condition of his recognizance order; one experiences flashbacks and fear that previous incidents of breaking into her apartment and assaulting her might happen again; and one was still experiencing quite severe emotional reactions, including depression, resentment and tension.

Emotional needs

The victims were asked whether they needed someone to stay with them to provide company/security following the incident. Twenty-six of the 34 victims or 76% expressed this need. Twenty-four of the 26 were able to obtain this help through Anderson House in (15 cases), friends (six cases), and family (three cases).

The 11 police-referred victims and 10 Anderson House-referred victims who contacted the police following the incident were asked whether they needed someone to talk to after the police left. Sixteen (62%) reported needing someone to talk to. Of these 13 (81%) were able to talk to family and/or friends (nine cases) and Anderson House staff and/or residents (four cases).

The victims were asked whether they talked about the incident with a relative or close friend. Twenty-five of the 34 victims (74%) reported that they talked with a relative or close friend and an additional six (18%) instead talked with a counsellor, social worker, or Anderson House staff. Twenty-two of these 31 (71%) found that talking about the incident helped, three (10%) said it helped a little and six (19%) said it did not help.

When asked whether there was any other kind of help they needed, nine of the 34 (26%) mentioned counselling, advice, or follow-up support. Six (67%) were getting help they needed through counselling agencies, but two needed follow-up support after leaving Anderson House and one needed advice on what to do in her situation.

Most of the victims, then, were able to get at least some emotional support from family and/or friends and those who needed additional support generally sought it from Anderson House or a counselling agency. The Transition House Association is aware of the need felt by at least some of its clients for emotional support after leaving Anderson House and has been attempting to secure funding for a follow-up programme.

Financial needs

The financial needs of wife assault victims typically arise from the fact that many of these people are economically dependent on their assailants. The extent of this dependence will vary with the number (and ages) of children in the household, and with the woman's individual resources (both financial and in terms of her employability). The importance of this dependence derives from the fact that some wife assault victims may believe that they can't afford (financially) to leave their assailant (whose income is supporting the family).

This view is borne out by comparing police-referred wife assault victims (only two of 11 or 18% of whom were living with the assailant at the time of the

incident) with Anderson House-referred victims (22 of 23 or 96% of whom were living with the assailant before seeking shelter at Anderson House). Seven or 64% of the police-referred victims were employed full-time when interviewed, while only five or 22% of the Anderson House-referred victims were employed full-time and three or 13% were employed at part-time or seasonal work (combined full-time and part-time: 35%). On the other hand, only two or 18% of the partners/ex-partners of police-referred victims were working full-time (the rest were unemployed), compared with ten or 43% of the partners of Anderson House-referred victims who were working full-time or temporary jobs (combined full-time and part-time: 60%). Clearly, the Anderson House-referred victims, almost all of whom had been living with their partners at the time of the incident, were largely financially dependent on their partner's income, while the police-referred victims, the large majority of whom were living on their own at the time of the incident, were more likely to be financially independent from their ex-partners as well as from social assistance.

Income levels were low for both groups, with total family income for 1982 under $9,000 for six or 55% of the police-referred victims and nine or 39% of the Anderson House-referred victims. Income levels ranged up to $25,000 for police-referred victims, but were highly concentrated at the lower end of the income scale.

The victims were asked about their need for emergency financial aid during the period immediately following the incident. Only one or 9% of the police-referred victims (this victim left her home and sought shelter at the Anderson House) required emergency financial aid, compared to 18 or 78% of the Anderson House-referred victims. These victims were all able to obtain emergency financial assistance from the Department of Health and Social Services. The victims were also asked if they needed advice on help available from social service agencies, which they interpreted as the Department of Health and Social Services. The 59% who needed this advice were able to obtain it from the Social Services staff and/or Anderson House staff.

Emergency financial assistance as well as longer-term income assistance (welfare) are available to qualified applicants from the Department of Health and Social Services. While help of this type may be very important in the short run, welfare is likely not the optimum long-run solution to the financial problems faced by wife assault victims who leave their assailants. More appropriate strategies may include stricter enforcement of maintenance orders for child support, and the development of programs to train (or re-train) wife assault victims (among others) for successful participation in the job market. Clearly, this latter approach in particular cannot be pursued overnight, or in isolation from the current high level of general unemployment. But any reasonable approach aimed at increasing the self-sufficiency of wife assault victims would seem preferable to leaving these individuals with no alternatives beyond staying with their assailants or becoming dependent upon public assistance.

Practical needs

The most important practical need was for emergency shelter. Six of the 11 police-referred victims took shelter outside their home after the incident, even though only two of them had been living with their assailant at the time. One of these two went to her neighbour's until the police arrived, then returned home , while the other went to Anderson House. The four who were seeking shelter from their ex-partners went to friends or relatives (one had stayed at Anderson House previously). The 23 Anderson House-referred victims all sought shelter at Anderson House, for a total of 29 of the 34 victims or 85% requiring emergency shelter.

The emergency shelter provided by Anderson House is clearly addressing one of the most crucial needs of wife assault victims on P.E.I. Hopefully, stable and adequate funding arrangements can be made so that the Transition House Association will be able to continue providing this valuable service, as well as addressing other needs such as follow-up support, outreach to the more distant communities and child care.

Transportation to a safe place to stay was needed by one of the police-referred victims and 13 of the Anderson House-referred victims or 41% in all. This transportation was provided by a variety of means: taxis, family, friends, police, Social Services staff and Anderson House staff. Exceptions were one victim who walked seven miles to Anderson House and one whose father had to travel approximately 30 miles to the hospital late at night because the police wouldn't take her to Anderson House (although they had taken her to the hospital for emergency medical treatment). Lack of available transportation may well be a deterrent for victims from outside the Charlottetown area who would otherwise seek shelter at Anderson House. It seems that in some cases the police or Social Services will provide transportation to Anderson House and in some cases they will not, perhaps depending on the distance to be travelled.

Two other practical needs expressed were for emergency home repairs in 15% of the cases (no such service was available) and for emergency child care in 15% of the cases (this was provided by Anderson House as needed).

Information needs

Information on legal procedures was needed by 25 of the 34 victims surveyed (74%). Only 12 or 60% of these victims received the legal advice they needed, generally from Anderson House staff, the P.E.I. Legal Handbook for Battered Women (made available to them through Anderson House), and/or private lawyers. Seven victims sought help from Legal Aid, but did not get the help they needed (only one victim did get satisfactory help from Legal Aid). Several victims reported an unsupportive attitude on the part of Legal Aid lawyers.

Some background on the Legal Aid program would be instructive at this point. P.E.I. Legal Aid has two components: the Public Defender and Family Legal Aid. These two components are potentially incompatible since, in wife assault cases, the victim may be seeking help from Family Legal Aid at the same

time that her partner/ex-partner is seeking help from the Public Defender. As well, Family Legal Aid is notoriously understaffed, with a long waiting list of clients, and this may account to some extent for the negative attitude reported by some wife assault victims. This potential for conflict leads us to believe that P.E.I. Legal Aid should investigate ways of improving its responses to the needs of wife assault victims.

Other information needs of wife assault victims are related to police involvement in the case. Twenty-one victims contacted the police regarding the specific incident discussed in the interview and 11 or 52% of these expressed a need for information about progress of the case. Only six victims or 55% received this information from the police, including one who called the police herself and one who received the information second-hand, rather than directly from the police. Eight victims (38%) reported that they needed information on how to prevent further attacks. Five or 63% obtained this information, four from the police and one from Anderson House staff.

Another indication of the need for the police to provide more complete and clear information is that, when the victims were interviewed, most of them were confused about whether charges were being laid and, if so, by whom, or whether a recognizance order or restraining order was being sought.

Police need to ensure that the information they provide is complete and accurate and that it is understood by the victim. The handbook and brochure presently being prepared on assault charges, recognizance orders, and restraining orders ("What Battered Women Should Know About The Law") should be of considerable assistance to police officers in this regard. Copies of the brochure could be distributed by the police to all wife assault victims. As well, copies of the larger, more detailed handbook could be kept in each police office for reference by the officers and/or by wife assault victims. Police officers could also be more diligent in providing information to wife assault victims about the progress of the case.

Victims' perceptions of the police response

The victims were asked about police involvement in the reported incident. Only 10 of the 23 victims referred by Anderson House contacted the police as a result of this incident and six of those ten waited until they were in Anderson House before contacting the police. Reasons for not contacting the police were that they didn't think it would help and they were scared of their partner's reaction, or that they had called the police in the past and they wouldn't get involved.

The eleven police-referred victims, the ten Anderson House-referred victims who contacted the police following this incident, and six Anderson House victims who had contacted the police following a previous incident within the past year or two were asked about their level of satisfaction with the way the police had handled their case.

Of these 27 victims, nine (33%) indicated they were very satisfied, 14 (52%) were satisfied, and four (15%) were not satisfied. Reasons for dissatisfaction were: (1) the officer just wanted her to lay charges and wouldn't help her otherwise, even though she required medical treatment and stated she was too scared to lay charges herself; (2) the police wouldn't get involved in two cases; and (3) the officers just sat in their car while the victim tried to persuade her husband to go with them to the Alcoholism Treatment Centre. Three victims who were satisfied or very satisfied with the intervention of the Charlottetown Municipal Police at the time of the incident qualified this response by stating they were not satisfied with the level of assistance they received when they went to the office to write their statements about the incident.

The 27 victims were asked a series of questions about the way in which the police handled their case. Twenty-three of the 27 victims (85%) indicated that the officers were polite and courteous, 22 (81%) that the presence of the officers made them feel safe and secure, and 18 (67%) that the police responded quickly when called. However, only six of the 27 (22%) indicated that the police told

them about services available to help with problems caused by the incident. Seven of the 27 victims (26%) indicated that the officers were not sympathetic to their situation, five (19%) that the officers made the victim feel partly responsible for the incident, and seven (26%) that they were not kept informed of what happened during the investigations of the incident. As well, an additional nine (33%) believed there was no investigation. This indicates a mixed response to the police intervention and suggests improvements in providing information about needed services, as well as follow-up and information after the incident.

Finally, repeat calls by victims of wife assault are thought to be a troublesome problem in many police jurisdictions. However, of the 42 wife assault cases reported to the RCMP detachments, only one or 2% involved a repeat call during our eight month study period. Of the six wife assault cases reported to the Summerside Municipal Police Department during 1983 which were regarded as serious enough to warrant a written report, none involved repeat incidents throughout the year. The Charlottetown Municipal Police Department, however, presents a different picture. Of the 12 wife assault cases reported during June and July 1983, four or 33% involved repeat calls, generally within several weeks of each other. This difference is difficult to interpret, since the wife assault victims who were interviewed expressed no significant difference in their level of satisfaction with the intervention of the Charlottetown Municipal Police at the time of the incident, as compared to the RCMP detachments or the Summerside Municipal Police.

Charging and Sentencing Practices and Policies

Bill C-127, encouraging the police to lay charges in wife assault cases, was passed by the House of Commons early in 1982. In January 1983, "L" Division of the RCMP instituted a policy of laying charges in wife assault cases when there is evidence to support a conviction. In October, 1983, the Attorney General for P.E.I. requested that police lay charges in these cases when there is reasonable and probable grounds to believe that an assault was committed. The RCMP have

since amended their policy so that it is in keeping with the Attorney General's request.

As might be expected, practice takes some time to catch up with policy, as evidenced by the greater likelihood of police leaving it up to the victim to lay charges in wife assault cases than in other types of assault. Our research determined that 24% of family violence cases were cleared by charge in the RCMP jurisdictions studied. In those 24% of cases in which charges were laid, 60% were laid by the police while 40% were laid by the victim. This compares with 78% of charges being laid by police in other assault cases and 22% being laid by the victim. In other words, during the first eight months of 1983, RCMP were more frequently leaving it up to the victim to lay charges in wife assault cases than in other types of assault.

Information from records at the Charlottetown courthouse for 1982 and the first seven months of 1983 indicates an even greater difference in charging practices of police regarding wife assault victims as compared with other types of assault. Taking recognizance orders together with assault charges (since these were grouped together in RCMP statistics indicated above), only 12 out of 34 or 35% of the charges were laid by the police in wife assault cases, compared to 58 out of 83 or 70% of charges laid by police in other types of assault (in four cases or 5% of the other assaults it was unclear who laid the charge). Even leaving aside recognizance orders which are always applied for by the victim and which are used much more frequently by victims of wife assault than by victims of other types of assault police still laid charges more frequently in other types of assault than they did in wife assault cases (58 out of 80 or 72% in other types of assault compared to 12 out of 20 or 60% in wife assault cases).

Given the relative tendency of the police to leave it up to the victim to lay charges in wife assault cases, it is surprising that a higher proportion of wife assaults than other types of assault (24% vs. 14%) do go before the court.

The reluctance of some police officers to lay charges in wife assault cases may be explained partly by the perception that the victim will not follow through and will want the charge dropped after thinking things over, or will not appear in court if required. Our examination of the Crown Prosecutor's records, however, does not support his view. Our findings show that only 5 out of 20 (25%) wife assault charges were withdrawn by the victim, compared with 4 out of 80 or 5% of other assaults. However, the 25% of wife assault charges withdrawn by the victim represents all four 1982 cases and one out of four 1983 cases in which the charges were laid by the victim. All the wife assault charges laid by the police resulted in convictions (except for two withdrawn by the Crown because of other charges against the accused), whereas none of the cases in which the victims laid the charge led to conviction. Yet, when interviewed, several police officers stated that they preferred the wife assault victim to lay the charge herself because she would be less likely to later want the charge dropped. This assumption does not seem to be supported by these court statistics (limited though they are). It seems logical, in fact, that the wife assault victim is more likely to be pressured by the assailant into dropping the charges if she laid the charge herself than if the police had taken on this responsibility.

Finally, our research found that only one wife assault case of 20 examined, was withdrawn due to victim non-attendance. This was a case in which the victim laid the charge.

Of the 34 cases studied, 22 did not involve the laying of charges. These victims were asked their main reason for not laying charges themselves. The most frequently mentioned reasons were: fear of retaliation (six cases) and, the feeling that the partner was sick and needed help rather than to go to court (four cases).

The first reason, fear of retaliation, would probably be alleviated if the police would take responsibility for laying charges. This strategy may also decrease the likelihood that the assailant would attempt to pressure the victim into dropping the charges.

The second reason, the feeling that the partner was sick and needed help rather than punishment is a separate issue. When interviewed, each victim was asked what should be done with her partner or ex-partner. From a list of possible responses, 31 of the 34 victims indicated that he should receive professional help, 22 that he should be required to keep the peace, 20 that he should be required to stay away from her, five that he should be fined, and three that he should go to prison. As well, three suggested mandatory treatment for the alcohol and/or psychiatric problems of their partners or ex-partners. This indicated that treatment rather than standard sentences (fines and/or prison) is seen as appropriate by the majority of wife assault victims. When the programme for men who batter gets underway, the judges will have an additional sentencing option involving treatment. The great advantage of the Treatment Group relative to legal sanctions is that it would lead to a potentially constructive outcome from laying charges. The assaulted wives we interviewed did not (for the most part) want their assailants fined or imprisoned. That these were the anticipated results of laying charges may have deterred some victims from doing so. By being able to offer an attractive alternative to fine/imprisonment, the laying of charges may become a more palatable option for many assaulted wives. Meanwhile, at least one of the Provincial Court judges does recommend treatment for alcoholism when it seems appropriate.

As pointed out earlier, wife assault victims are different from other crime victims in a number of ways -- thus they require a different kind of response from the police and the court. Police see their role primarily as investigation of crime, investigation typically meaning trying to apprehend the offender and get the case before court. In wife assault cases, the offender is known and getting the case to court has been seen primarily as the responsibility of the victim, thus possibly leaving the police wondering what, if anything, they should do.

An appropriate police response to wife assault situations could include:

- Determining from the victims the nature and extent of the problem, including what has happened in past occurrences, (if any);

- Explaining to the victim the options available to her through the criminal justice system (the brochure on recognizance orders, assault charges, and restraining orders should be of assistance and could be provided by police to all wife assault victims);

- Determining which option the victim sees as appropriate in her situation and laying charges according to the policy recommended by the Attorney General of P.E.I. and the victim's wishes, particularly when the victim is afraid to lay charges herself;

- When the victim wants a recognizance order or when she is laying a charge herself, assisting her with filling out her statement and making sure she knows what she has to do, the court date, etc., and,

- Informing the victim of services available through Anderson House, Department of Health and Social Services and other service agencies, and making referrals as appropriate. Our interviews with the police indicated that some officers view the foregoing suggestions as appropriate police responses, while others do not.

A final factor which may cause police reluctance in laying charges is the uncertainty about what will happen when the case goes before the court. As the judges themselves pointed out, Provincial Court judges don't feel that they are able to deal adequately with the family violence problem due to time constraints, the Criminal Court setting, etc., while Family Court judges don't have the power to deal with wife assault (there is no provision under the Criminal Code for police to enforce the restraining order issued by Family Court.)

Current initiatives on P.E.I. regarding domestic violence

In June 1981, the Transition House Association established Anderson House as a shelter for abused women and their children. The shelter has a capacity of 16 residents and in the year October, 1982 - October 1983, provided shelter to 143 women and 198 children. When Anderson House is full, women in need of shelter are not turned away; instead, an arrangement has been made with the Department of Health and Social Services to find alternate temporary accommodation for those residents most able to cope with an independent living situation. The usual stay at Anderson House is up to two weeks, but this can be

extended when necessary. The basic funding for Anderson House is provided on a per diem basis by the P.E.I. Department of Health and Social Services, and thus fluctuates according to the number of residents at any given time. Additional funding is obtained through various federal government sources and through community support. A strong emphasis by the Transition House Association on public education has led to a high level of community awareness and support for Anderson House, particularly by women's groups across P.E.I.

A Provincial Working Committee on Wife Battering has been established to review legislation, policies and programmes related to wife battering and to identify gaps and problem areas. This committee is working with a Federal Working Committee to plan and make recommendations for the annual meeting of the Federal and Provincial Ministers responsible for the Status of Women to be held in May, 1984.

Other developments are largely the result of initiatives by the Co-ordinator of the Justice Resource Service, a three-year project of the P.E.I. Department of Justice with financial support from the Solicitor General of Canada. These include: a 1983 summer research project on Police Intervention in Domestic Disputes jointly sponsored with U.P.E.I.; an Interagency Committee on Domestic Violence with representation from 15 government and community agencies; preparation of a handbook and brochure on legal options for battered women, "What Battered Women Should Know About The Law," including information on assault charges, recognizance orders, and restraining orders; a group counselling programme for men who batter to be established in Charlottetown in March 1984; and planning of in-service workshops for professionals who work with the victims of family violence, to be held at various locations across P.E.I. beginning during the winter of 1984.

Comparison with other studies. Two major studies of wife assault have been reported in Canada recently. Levens and Dutton (1980) examined the role played by police officers in responding to domestic dispute calls, and assessed the impacts of improved training in this area. Jaffe and Burris (1982) described

the integrated response to wife assault presently followed in London, Ontario, which involves all relevant elements of the justice system and social service systems. The Richmond victim study also included a small scale examination of the needs of wife assault victims. Major findings common to these three studies and the P.E.I. research are summarized below.

A major theme in all four studies was the need for police to lay charges in all cases where substantiating evidence was available. Related to this was the expressed need for alternatives to traditional justice system sanctions (fines, imprisonment) such as compulsory treatment programs for batterers.

Police sensitivity to the problems faced by wife assault victims was another recurring issue. P.E.I. and the Richmond data indicated that the reported incidents were often highly traumatic for the victims involved. Levens and Dutton emphasized the importance of training police officers to deal with the particular difficulties posed by interspousal conflicts.

Finally, the necessity of establishing a co-ordinated response to the needs of individual wife assault victims was emphasized in the London study. The Richmond findings indicated that knowledge of available services among both justice systems personnel and within the social service community is limited. Despite greater (expressed) familiarity with these services among justice personnel on P.E.I., these services for the most part do not deal with many crime victims. In order for victims to achieve ready access to available service on P.E.I., some relatively formalized mechanism for education and referrals will be required.

C. CROWN WITNESSES

The philosophy underlying the development of the witness surveys differed somewhat from that followed in the case of the victim questionnaires. Rather than asking for respondent perceptions (typical of the victim surveys), the witness questionnaire documented 'what happened' to each respondent. One result of this approach is that the findings are largely factual in nature, and do not invite extensive interpretation. It will, therefore, be useful at this point to provide a brief overview of the factual data on the experiences of the witnesses surveyed, before moving to a discussion of the needs of these individuals.

1. Overview of factual data

a) Time relationships. Data were gathered on three time periods relevant to the experience of subpoenaed Crown witnesses:

- The elapsed time between the crime and the completion of the trial (gathered from police and court records).
- The elapsed time between the crime and receipt of the subpoena.
- The elapsed time between receipt of the subpoena and the first court appearance (gathered from the witness survey).

The average elapsed time between the crime and the completion of the trial was 4.9 months. Approximately 74% of all trials involving (interviewed) witnesses were completed within 6 months of the occurrence of the crime. The extreme case involved an elapsed time of 32 months.

With respect to the elapsed time between the crime and receipt of the subpoena, the witnesses estimated that half received their subpoenas within less than two months of the crime. Most of the rest were subpoenaed within 3-9

months of the crime. Only five witnesses were subpoenaed more than nine months after the crime.

Finally, witnesses were also asked to estimate the elapsed time between receipt of the subpoena and their first court appearance. Approximately half reported a two-week (or less) elapsed time between subpoena receipt and court appearance. Only six reported a wait longer than four weeks.

b) Receipt and understanding of the subpoena. Of the witnesses surveyed, 80% received the subpoena his or herself. For the others, it was received by someone else (typically a relative or co-worker). Only eleven witnesses asked questions of the person who delivered the subpoena. These few questions concerned the nature of the document, the date of the required appearance and other miscellaneous issues. Over 98% of the witnesses indicated that they understood their requirement to appear in court. The sole witness who reported a lack of understanding, was concerned about court procedures. When asked how they knew of their legal requirement to testify, the most frequent responses were:

- From reading the subpoena (39%).
- General knowledge (26%).
- From information supplied by the police (20%).
- Previous experience (11%).

c) Legal advice sought by witnesses. Only six of the witnesses interviewed (9%) indicated that they sought legal assistance or advice. Of these, three were victims of the crimes being tried. Three contacted their own lawyers while two contacted the Crown Attorney, and one sought help from legal aid. The reasons provided for making these contacts related to being better prepared for court. Most of these contacts were made following receipt of the subpoena.

d) Contact with justice system personnel following subpoena receipt. Contact with someone in the justice system following receipt of the subpoena was sought by only six of the witnesses interviewed (9%). The individuals most frequently contacted were the police, and the Crown Prosecutor. All of these witnesses reported that making these contacts was either very or fairly easy. The questions most often asked concerned the need for the individual to testify and the possibility of changing the date of the trial. The responses to these questions were reported by all of these witnesses as being either very or fairly helpful.

e) Contact with justice system personnel prior to court date. Of the witnesses interviewed, 40 (46%) reported speaking with the police at least once prior to the trial. These contacts typically involved discussion of the need to appear in court and review of the witness' statement. Half of the witnesses were also given instruction on court procedures. Almost one-third of the witnesses interviewed reported at least one contact with the Crown Prosecutor prior to the trial. In most of these contacts, the witnesses were reminded of the need for them to appear, were told what would happen in court and reviewed their statements.

f) Witness intimidation. As a general lead-in to this sensitive topic, witnesses were asked whether they had felt 'upset or frightened in any way' since being interviewed by the police. Of the total of 81 witnesses interviewed, 24 (30%) replied in the affirmative to this question. Of these witnesses, the most often reported sources of concern were the entire incident, the accused person's record, and court procedures. As a further probe, witnesses were asked more directly whether they felt that anyone had tried to influence their testimony. Aside from comments relating to the behaviour of the attorneys, only one witness directly stated that he had been threatened by a brother of the accused.

g) Reception at court. Only 40% of the witnesses interviewed reported talking to someone before the trial. The most frequently mentioned contacts were:

- The Crown Prosecutor (20%).
- The police officer who took the witness' statement (19%).

These discussions focussed on what to expect in court (44%) and the witness' statements (22%).

h) Trial experience. Of the 81 witnesses interviewed, 51 (63%) did testify on the date they were requested to appear. Of those who did not, 29% had their cases delayed, and 54% were not needed. Two-thirds of the witnesses spent half a day or less in court. Ten per cent spent one full day, while 21% were required for more than one day.

i) Post-trial contact with the Crown Prosecutor. The Crown Prosecutor was in contact with only 8 (10%) of the witnesses following completion of their trials. The most frequent topics of these discussions were:

- The outcome of the case.
- Court procedures.

In the rest of this section, we discuss selected aspects of the findings of the witness surveys under the headings of financial needs, practical needs and information needs.

2. Financial needs

The only major financial impact reported by the witnesses interviewed for this study involved salary losses. Almost 84% of the witnesses interviewed were employed at the time of the trial. Of these individuals, 23 (35%) reported some loss of salary as a result of their court appearance. The

average amount of loss reported was $89 with losses ranging from $15 to over $200 in one case.

The extent of reported salary loss is somewhat surprising in that the vast majority of the witnesses interviewed made only one court appearance for (typically) less than half a day. Apparently, the employers of many of these individuals were unwilling to allow time off with pay for court duty. In this regard, it might be appropriate to examine ways of encouraging employers not to 'dock' their employees' paycheques for time spent acting as a Crown witness.

Incidental expenses e.g., child care or transportation were incurred by 14 (18%) of the witnesses interviewed. The average amount of these expenses was approximately $19.

To a limited extent, the financial effects of court attendance are offset by the payment of witness fees. However, the $10 or $15 fee paid (depending on the jurisdiction) will not go very far in compensating for losses of salary. As well, we were informed that in Charlottetown, victims who serve as witnesses may not receive witness fees since their compensation comes in the form of seeing justice done to the individual who victimized them. Overall, 30% of the witnesses interviewed reported that they did not receive any witness fees.

3. Practical needs

The survey covered both problems relating to arrangements necessary to attend court, and problems encountered at the courthouse. Only 16 witnesses (20%) reported any problems in arranging for their court appearance. The most frequently mentioned were: getting time off work (16%) and arranging transportation (3%).

In terms of problems experienced upon arrival at the court, frequent mentions were: finding parking (15%), finding the courtroom (4%), uncomfortable waiting room (20%), and a long wait before appearing (38%) -- although most witnesses spend half a day or less in court.

So aside from some difficulties with their employers, the survey data indicate that subpoenaed Crown witnesses on P.E.I. do not experience extensive practical problems in the course of their court appearances.

4. Information needs

Many first-time witnesses will be unfamiliar with the procedures followed in court. They may not be able to identify the various actors in the process, or understand the functions of these individuals in the courtroom. They may also have no knowledge of what is expected of them, or of their duties and rights as witnesses. Roughly one-third of the witnesses interviewed for this study indicated that more advance information about court procedures would have been helpful to them. This was particularly true for witnesses who were also the victims of the offenses tried. In spite of this expressed need for more information, only 9% of the witnesses interviewed sought legal advice or assistance prior to the trial.

There are legal advice services available to P.E.I. residents (in addition to the services of private lawyers). For individuals seeking general advice on court procedures, a more appropriate means of providing this information may be to distribute an information pamphlet along with each witness' subpoena.

The final area of information need reported in the witness surveys was concerned with information about the outcome of the trials in which the witnesses participated. Approximately 7% of the witnesses interviewed for this study did not know whether their trial had ever been completed. In view of the importance of witness co-operation to the functioning of the justice system, some strategy to both inform witnesses about trial outcomes (including sentences) and thank them for their time and trouble seems justified. One straightforward means of accomplishing these objectives would be to send a letter from the office of the Crown Prosecutor containing this information to each subpoenaed witness along with their witness fees.

D. COMMERCIAL/INSTITUTIONAL VICTIMS

The response to our commercial/institutional mailout survey was very enthusiastic, as evidenced by our 71% response rate. Our findings indicate that theft and/or property damage are frequent problems for some establishments. Of the respondents to our survey, 61% reported being involved in at least one incident similar to the one covered in the survey over the past year. Over 10% had been involved in 30 or more incidents of a criminal nature in this time period. The majority (59%) expressed the belief that these incidents are increasing in frequency, while 41% also believe that they are increasing in severity. In the remainder of this section of our report, we present our survey data on the impacts of these incidents on their victims. We also present the expressed views of these individuals on the service provided to them by the police and courts. The general assessment is positive, particularly for the police. This attitude is summarized in the victims responses to the question "Do you think that you would report this type of incident to the police if it occurred in the future?" Of our respondents, 92% responded positively. Of the 7% of negative respondents, the typical reasons for this response were that the incident was too minor, or that there would be no point in reporting it.

As indicated previously, only property offenses were included in this survey. Of the survey respondents, 68% reported that some of their property was stolen, while 63% reported property damage (31% reported both). The value of property stolen was under $100 for 25% of those reporting property loss, between $100-$500 for 37%, and over $500 for an additional 32% of these respondents. The stolen property was replaced by 42% of the loss victims, while the property was recovered by another 8%. Among property damage victims, the breakdown of reported repair costs was: under $100 - 32%, $100-$500 - 38%, over $500 - 20%. Only 2% of damage victims did not repair or replace their damaged property.

Only a small proportion of these losses due to property theft and damage were covered by insurance -- 9% were fully or partially covered. A further 13%

were insured but no claim was filed. The majority of these losses (59%) were not covered at all. It is apparent from these data that most commercial and institutional crime victims pay the costs of their victimization out of their own revenues.

As was the case with the victims of both general crime and family violence, the commercial/institutional victims were generally very positive in their assessments of police performance. Of the survey respondents, 83% reported that the police responded quickly, 96% found the officer(s) polite and courteous. The only areas in which police service was rated as less than satisfactory again concerned the availability of information. Only 53% of the survey respondents were kept informed on the progress of their investigation, while only 29% were given information on crime prevention.

Suspects were identified in 47% of the cases surveyed. Charges were laid in two-thirds of these cases. Of the rest, reasons given for not laying charges were lack of evidence (33%), suspect not located (22%) informal restitution arranged (33%) and juvenile suspects (11%).

Of those cases where charges were laid, only 9% required the victims to attend court as a witness. The average time commitment required of these individuals was roughly three hours.

Those victims whose cases resulted in convictions were asked their opinions of the sentences imposed. The majority (69%) felt the sentences were "too lenient", while 23% felt they were "about right". None of these respondents believed that the sentences imposed were "too severe."

Our findings indicate that restitution was ordered in almost half of those cases resulting in convictions. However, only half of these orders were reported as being enforced.

Victim's property was recovered and held as evidence by the police in the cases of 14% of the survey respondents. The length of time this property was held varied from less than one month (11%), through 1-2 months (33%), and 3-4 months (33%) to more than 5 months (11%).

Almost half of our survey respondents reported taking one or more crime prevention measures since the reported incident. These measures included upgrades to doors, windows and locks (17%), alarm installations (14%), changes to storage arrangements (17%), various procedural changes (46%) and improved surveillance of property (6%).

Finally, our respondents were asked for their opinions on how the police and courts could be more helpful in dealing with these types of incidents. With respect to the police, the most frequently offered opinions were that the police (a) should keep victims better informed on case progress and outcomes, (b) should increase patrols in problem areas, and (c) should lay charges more often. Overall, most victims were complimentary about, and supportive of the work done by the police.

It was the courts however, which came in for the bulk of the criticism from the victims surveyed. The most frequently offered opinions were that the courts (a) should impose stiffer penalties, (b) should increase the use of restitution, (c) should better enforce restitution orders, and (d) should make parents more responsible for the behaviour of their children.

IV

THE ROLE OF RESEARCH

The research discussed in this report was designed with two objectives in mind. The first was to ensure that decisions on the kinds of services to implement on P.E.I. would be based on sound information as to which services are most needed. The second objective of this project was to provide some of the information needed if the effectiveness of possible future initiatives is to be evaluated. In this brief concluding chapter of our report, we examine the extent to which this project has met its intended objectives.

In general, the data gathered in the course of this study indicated that major new initiatives were not required to meet the needs of crime victims and witnesses on P.E.I. Rather, the optimum approach sufficient to meet identified needs would involve integration and co-ordination of existing services. The only exception to this general finding concerns the needs of wife assault victims. While the data gathered for this study on the problem of wife assault reflected the experiences of relatively few individuals, it was apparent from these data that many of these people are in need of more positive support from the police and courts, as well as from society at large. Research conducted in London, Ontario, has shown that in order for the justice system's response to assaulted wives to achieve its objectives, the active participation of all elements of the system is required.

The second objective of this study was to provide baseline data to support possible future evaluation of victim services. The data gathered are not in themselves intrinsically interesting for the most part, but are nevertheless available to the interested reader in Volume II. Their value will only be evident should an evaluation of some future victim initiative be undertaken.

On might conclude that the results of this study were neither exciting nor dramatic. Few of the incidents studied involved violence or injuries. Large property losses were rare. With few exceptions, the individuals involved believed that the justice system had treated them well. Most expressed a willingness to co-operate with the police and courts again in the future, should the need arise. The portrait painted in this report has not been one of brutalized victims shabbily treated by the police and the courts. Certainly, areas of potential improvement were identified. But the general thrust of these improvements is to modify current procedures and to integrate and co-ordinate existing services. There was little, if any, need identified for new service agencies. Data indicating that new services are not required may not make for the most interesting reading. However, they are as important and valuable as more dramatic results in terms of their policy implications, if only because in times of fiscal restraint, it is as important to avoid doing that which is not necessary as it is to respond to identified needs. Hopefully, this study will help to target future victim initiatives on P.E.I. on those problems which most require attention.

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APPENDIX A

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TECHNICAL REPORT

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APPENDIX B

SAMPLE VICTIM INFORMATION FORM (VIF)

CANADIAN FACTS

Ottawa - Montréal
Toronto - Vancouver

C8365

JURISDICTION 6 - 0

7 - 1 SOURIS RCMP

VICTIM INFORMATION FORM

OCCURRENCE/FILE NUMBER _____ DATE OF OCCURRENCE _____

POLICE CRIME CLASSIFICATION _____

CCS VICTIMIZATION TYPE

1. THREAT AND/OR ATTACK ONLY 10
2. LOSS AND/OR DAMAGE ONLY . . . . . .
3. COMBINED 1 & 2 ABOVE . . . . . .

REPORTED FOR INFORMATION/INSURANCE ONLY - YES 11
NO . . . . . .

IF VICTIM IS AN INDIVIDUAL

VICTIM'S AGE
1. MINOR . . . . 12 - 1
2. 16-60 YEARS. . . - 2
3. OVER 60 . . . . - 3

VICTIM'S SEX
1. MALE . . 13
2. FEMALE . .

RELATIONSHIP OF OFFENDER/SUSPECT TO VICTIM:
1. SPOUSE OR EX-SPOUSE 14
2. BOYFRIEND/LIVE-IN/COMMON LAW. . .
3. FAMILY MEMBER . . . . . .
4. UNKNOWN/ALL OTHER . . . . . .

INJURY REPORTED?
YES . . . 15-1
NO . . . . -2

AMOUNT OF LOSS (IF ANY) $ _____

WHAT WAS TAKEN/DAMAGED? _____

VICTIM'S NAME _____ ADDRESS _____

TEL NO _____

IF «VICTIM» IS A COMMERCIAL ESTABLISHMENT OR PUBLIC BUILDING

ESTIMATED AMOUNT OF LOSS $ _____

WHAT WAS TAKEN/DAMAGED ? _____

NAME OF PERSON TO CONTACT _____
(e.g. Store Manager, School Principal)

ADDRESS _____ TEL NO _____

BRIEF DESCRIPTION OF OCCURRENCE: _____

DATE FORM COMPLETED: _____ FORM COMPLETED BY: _____

APPENDIX C

SAMPLE WITNESS INFORMATION FORM (WIF)

CANADIAN FACTS

1/6 7-1 C8655

WITNESS INFORMATION

****

DATE TRIAL CONCLUDED

Day 8/9 Month 10/11 Year 12/13

CHARGE(S) TRIED (C.C. SECTION)

14-
15-
16-

TRIAL OUTCOME

Charge dismissed 17-1
Charge withdrawn 18-1
Found not guilty 19-1
Found guilty 20-1
Stay of proceedings 21-1
Other _____22-1

ACCUSED NAME _____

COURT FILE NUMBER:

DATE OF OFFENSE

Day 23/24 Month 25/26 Year 27/28

29/42

WITNESS WAS VICTIM?.....YES 43-1
NO 2
NOT CLEAR 3

WITNESS NAME _____

ADDRESS _____

TELEPHONE RESIDENCE _____ BUSINESS _____

OFFICE USE ONLY

CALL NUMBER	1	2	3
DATE	_____	_____	_____
NO RING/NOT IN SERVICE	44-1	45-1	46-1
NO ANSWER	-2	-2	-2
BUSY -1	☐	☐	☐
-2	☐	☐	☐
-3	-3	-3	-3
RESPONDENT NOT KNOWN	-4	-4	-4
RESPONDENT NOT AT HOME	-5	-5	-5
APPOINTMENT _____			
RESPONDENT REFUSAL	-6	-6	-6
EXPLAIN _____			
TERMINATION (SPECIFY _____ _____)	-7	-7	-7
COMPLETION	-8	-8	-8